

SOUTH PLACER COUNTY
Park and Recreation
Study

September, 1997

EXECUTIVE SUMMARY SOUTH PLACER COUNTY PARK AND RECREATION STUDY

October 20, 1997

Placer County operates a regional park program and manages a number of county service areas providing park services to smaller communities and neighborhoods. The county does not provide any supervised recreation programs although county parks may be used for adult and youth sports purposes from time to time.

Many persons have asked for recreation programs to be undertaken by the county and to find a way to expand the scope and the level of service available through neighborhood, community and regional parks. In order to clearly identify the park and recreation facilities and services desired by the South Placer community and determine what it would cost to meet these requests and how best to finance them the county directed a study to measure what the un-met needs are, how they could be financed and how best to organize a program to manage both park and recreation functions. The study was required to include attitude surveys to measure public acceptance of the proposed solutions offered in the study.

Essentially the study is a fact finding mission: What park and recreation services and facilities exist at present? What additional needs and desires are there? What will it cost to furnish the needs and desires? How can an organization be established to manage the program? What response was gained from the public on the possible solutions found in the study?

Along with the county study, the Town of Loomis requested preparation of a park and recreation master plan and a financing program to pay for it. The county and the Town jointly proceeded to conduct these two studies with each agency paying for their respective share of the cost.

Following is an overview of both parts of the study. More comprehensive discussion can be found in the full text of the report and the appendices.

PART A: SOUTH PLACER COUNTY STUDY

Considerable demand exists to establish new recreation and expand upon privately delivered recreation programs within the study area.

- Park areas available to the study area are below adopted standards for the Town and for the County.
- The principal functions identified by the public as future needs and desires are: activities for seniors; open space maintenance and preservation; pedestrian and bike trail systems.
- The study area was divided into four distinct zones and a comprehensive inventory was completed for each zone showing both private and public park and recreation facilities.
- An improvement program has been designed to furnish each zone with the park facilities needed to meet county standards as approved in the general plan.

**South Placer Park and Recreation Study
Executive Summary
(continued)**

- Costs to implement the improvement program have been estimated and a financing program proposed to achieve the improvements.
- Appoint a multi-member advisory committee to assist with setting policy and implementing programs.
- Search for state, federal and private foundation assistance programs
- Establish working agreements with the State of California, local school districts, Dry Creek Conservancy, California Conservation Corps, Sierra Community College, Town of



Loomis and Placer County to maximize existing resources without duplication of efforts

- Pursue dynamic marketing program to build and maintain customer support for permanent revenue source
- Adopt a parcel fee of \$24 per year per residential unit for long term financing
- Undertake special projects such as Family Golf Center; Community Credit Card and Special Events management, including baseball/softball tournaments to generate non-tax income
- Contract with existing park service providers to provide recreation programs on a cost reimbursement basis
- Develop an equitable user fee program that credits volunteer services (sweat equity)
- Sponsor a minimum of 4 youth/adult tournaments per year
- There is support among voters sampled for the study to approve a special tax to pay for these services and programs
- Several choices have been proposed to establish an organization responsible for the parks and recreation programs:

1) Form an independent special district to serve part or all of the study area, appoint the first board of directors, defer an election on tax authority pending development of a strong support base and limit initial operation to recreation and open space programs;

2) Ask voter approval for both tax authority and formation of an independent special district, either for part or all of the study area, limiting initial operation to recreation and open space programs;

3 Form a non-profit corporation to begin delivery of recreation services not now available and gradually implement functional responsibility set forth in the report.

**South Placer Park and Recreation Study
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(continued)**

PART B: TOWN OF LOOMIS STUDY

This part of the study consisted of preparation of a recreation and parks element for the Town general plan, established an improvement program for the next decade and recommended a financing plan to develop the improvements. These recommendations have been received by the Town Council and referred to the Town Planning Commission for public hearing and future adoption. Other recommendations for the Town include:

- Participate with Placer County in formation of a Park and Open Space District or non-profit corporation to perform the service delivery program outlined in the study
- Designate one zone within the District for the Town of Loomis representative
- Appoint members to the District advisory commission representing the varied interests for Loomis regarding parks, recreation and open space management
- Contract with the District to provide maintenance and operation of current and future park areas within the Town limits
- Assist the Town in developing and maintaining supervised recreation programs
- Adopt a revised new development impact fee
- Adopt an ordinance to implement the Quimby Act provisions on park land dedication
- Formerly adopt the parks and recreation plan as an element of the general plan
- Aggressively pursue private foundation grant assistance to achieve study goals

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Section I

Introduction

Placer County provides park services for its residents. These services are financed from general fund sources and supplemented from parcel fees charged through county service areas. The latter revenues are limited to expenditure where the parcel fees are charged in the way of landscaping, street lighting and community park maintenance programs. The County also cooperates with recreation activity sponsors (such as youth sports leagues) to enable their use of county park sites, but the county is unable to finance supervised recreation activity.

Recent growth in South Placer County has resulted in a huge demand for increased park services in the form of additional park acreage, both passive and active, and initiation of recreation services, both for organized and sponsored sports programs, as well as other recreational efforts. At the same time this demand is surging, the County finds itself entrapped in a fiscal plight similar to counties throughout California. This financial dilemma stems from reduced revenues for general purposes because of shifts away from local tax sources to the state of California; increased mandates for state ordered services; higher service costs; and severe restraints on the adoption of new revenue sources.

One outcome of this dilemma resulting from less resources and demands for service was a decision to monitor the existing park and recreation services provided in South Placer County and formulate an analysis of opportunities, constraints and alternatives available for consideration in dealing with the situation. At the same time the County desired this comprehensive survey, the Town of Loomis, also located in South Placer County, desired a more detailed park and recreation master plan and financing program for their municipal programs. When the County ordered the study that is contained herein, the Town piggy-backed on it at their expense to develop a level of detail for their portion of the county that extends beyond the planning for South County generally.

The report that follows addresses the interests of Placer County and the Town of Loomis and offers organizational and financing alternatives to develop an improved park and recreation program. The report also summarizes a public attitude survey conducted to determine the position of citizens within South Placer County regarding many of the recommendations found in this report.

In submitting this document, we want to express our sincerest appreciation and thanks to all of the officers and staff of Placer County, but especially to John Ramirez, Parks Administrator, for the cooperation, support and helpfulness shown to the consultant staff. We also express our appreciation for the dedication and commitment shown by the members of the Del Oro Park and Recreation District Advisory Committee that has persevered for so long in their endeavor to gain enhanced recreation and park services for the South Placer area.

Section II

The Proposed Recreation Service Area

A) Background

The incorporated area of South Placer County is provided parks and recreation services from a number of providers. They are, for example, Placer County, the Town of Loomis, three elementary districts and one high school district, Sierra College, Folsom Lake State Park, private organizations and the surrounding Cities of Roseville, Rocklin and Lincoln. An adjacent district to the east, the Auburn Parks and Recreation District, also provides recreational opportunities to Placer County. Those service providers have no entity whose primary task it is to be responsible for coordinating recreational efforts for the proposed district which covers a portion of South Placer County. For example, the various school districts in South Placer County provide a variety of programs and recreation areas. Those facilities and programs are not the district's primary role; obviously, the delivery of education is their goal.

The goal of this project is to begin a coordinated effort of providing a linkage between existing and future programs and park and recreation service providers. These services are currently provided through public, private or non-profit organizations such as service clubs. The unincorporated areas receive services from the surrounding cities sometimes at a higher fee due to non-resident status. The project of creating a park and recreation district was initiated to serve an unmet need of focusing area-wide recreation with one organization.

Placer County provides an overlay of funding for park maintenance and park lands where available. The County does not have the resources to provide an in-depth program that is comparable to surrounding cities that have established, funded and coordinated programs for areas that are different in the following ways: 1) The cities have denser populations and, therefore, more compact boundaries; 2) Cities typically have higher revenue generating sources, such as auto dealerships and retailers, that generate sales tax revenues; and 3) The proportionate share of public funding is generally greater from a city than a county for the same size property. The cities have, therefore, developed programs for many reasons that utilize part of the revenue base. Placer County has set aside funds for parks, but not for recreation programs, but to a lesser degree due to the smaller proportionate funding.

B) Location

The location of the project study area is in part described above as the unincorporated area between Roseville, Rocklin, Loomis, Auburn and Lincoln. The area has been defined as Granite Bay, Horseshoe Bar, Penryn, Ophir and Newcastle. Both the Advisory Committee and Placer County officials suggested a boundary that was a workable and feasible area that could be established with ready identification by prospective users. The location is an area of Placer County and the

Sacramento region that has received considerable growth in recent years and is likely to receive more through the planning period for this project.

C) Boundaries

The project area is composed of distinct sub-planning areas or zones. The communities of Granite Bay, Horseshoe Bar, Penryn, Ophir, Newcastle and the Town of Loomis are contained in the southwestern corner of Placer County. The area is at the northern point of Folsom Lake, a State Recreation Area. Sacramento and El Dorado Counties are adjacent to the project area. Several cities surround the study area; Roseville, Rocklin, Folsom and Auburn. In 1984, the Town of Loomis incorporated through the election process. Loomis has been integrated into this project as the town has very limited park and recreation resources, but, due to it's adjacency to the project area, has been a provider of services to the area. Following is a summary of the zones by size:

Table 2.1
South Placer County Park and Recreation Project Area

<i>Area</i>	<i>Acreage</i>	<i>Square Miles</i>
Town of Loomis	4,835	7.55
Granite Bay	16,000	25.00
Horseshoe Bar/Penryn	28,000	43.75
Ophir / Newcastle	11,500	17.97
Total	60,335	94.27

Source: Placer County General Plan, Table 1-2, Land Use Element, August 1994.

The project area is quite large as the table above indicates. By comparison, the City of San Francisco is approximately 49 square miles, or about half the size of the project area. The total area of the four planning zones is 60,335 acres or 94.27 square miles.

The boundaries of each of the above areas are based on existing limits defined by Placer County or the Town of Loomis. The areas were generally described by Placer County in the initial project description and further refined and ratified by the Advisory Committee. The Town of Loomis, since the incorporation in 1984, has not increased in size through any annexation activity. Loomis includes 4,835 acres, or 7.55 square miles, and is the smallest of the four zones. Cities often increase in size and population through the annexation process. Loomis could expand to the east, north and south, but has other cities as boundaries to the west.

The Granite Bay zone is the same as the Granite Bay Community Plan boundary. Granite Bay has a common border with Folsom Lake State Park on the east, Sacramento County and the City of Folsom on the south. Roseville and Rocklin border on the west and the Horseshoe Bar / Penryn community to the north. The Granite Bay community is approximately 16,000 acres.

The Horseshoe Bar / Penryn zone borders Granite Bay to the south, Newcastle and Ophir to the north and Loomis to the west. The community plan boundaries of Horseshoe Bar and Penryn were combined into a larger service zone representing the largest of the zones at 28,000 acres.

Ophir and Newcastle represent the fourth service zone. The boundaries are co-terminus with New Castle / Ophir Municipal Advisory Committee (MAC). The area is relatively large with a total acreage of 11,500. The area abuts the Auburn Recreation District on the eastern boundary and Horseshoe Bar / Penryn to the south. The community of Newcastle is included as a portion of the New Castle / Ophir MAC.

Section III

Population and Demographics

A) Population

1) Population by Planning Zones

To estimate population of the four zones with relative accuracy and study the demographic trends, the primary census tracts, or a portion thereof, were determined. The population figures are considered estimates based on census counts performed each five or 10 years and the demographic profiles are considered trends for a given area. The census tracts and percentages of each that cover the planning areas are included in the appendix.

Table 3.1

Community Population and Build-Out Estimates

<i>Area</i>	<i>Population</i>		<i>% Build-Out</i>
	<i>1990</i>	<i>Build-Out</i>	
Loomis	5,650	8,200	69%
Granite Bay	12,400	26,745	46%
Horseshoe Bar/Penryn	4,455	14,803	30%
Ophir/Newcastle	5,539	6,549	85%
<i>Total</i>	28,044	56,297	50%

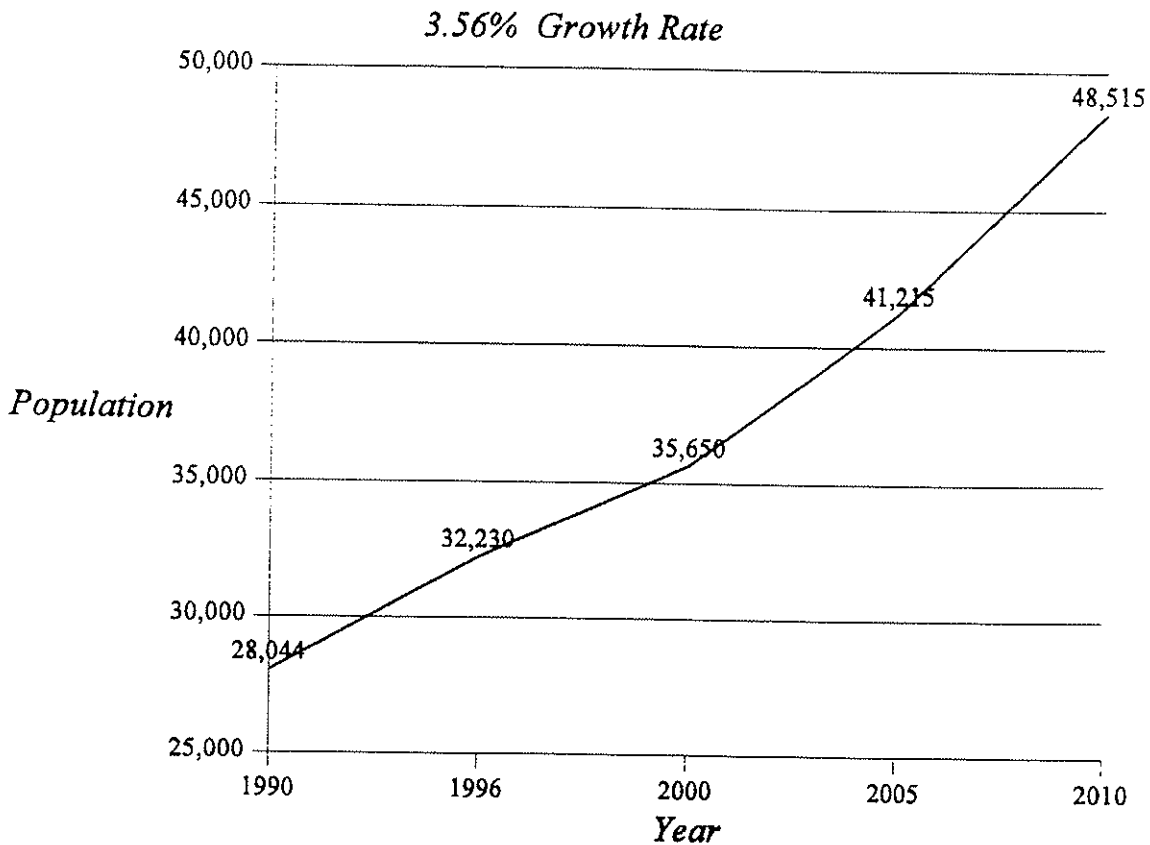
Source: Tables 1-2 and 1-11, Placer County General Plan, Land Use Element, 1994.

Table 3.1 above provides a relative gage of the growth that can be anticipated within each of the zones. A general doubling of the population in the study could occur within 15 to 20 years. The timing on build-out can be projected, however, the economy of the region will dictate when that event will actually occur.

2) Population Projections

Table 3.2

South Placer County Park Project Population Projections



Population numbers were collected for the above table (Table 3.2) from a number of sources. Included is the annual growth for the study area, as well as the four individual zones. The growth rates for the four areas were then projected out to the year 2010 for the South Placer area. The area has had substantial growth given the recent economic conditions of the Sacramento Region. The growth rate of 3.56% is consistent with Placer County's rapid growth. The Town of Loomis has had the lowest rate of the South Placer area at 1.1% growth on an annual basis. The Town is projected to grow over the next few years at a rate of approximately the surrounding areas of Placer County, 3.5%, due to the economic factors of South Placer County.

Table 3.3

South Placer Recreation District Population Projections

Area	Growth Rate*	Year				
		1990	1996	2000	2005	2010
Loomis - 1	3.50%	5,650	6,025	6,285	6,635	7,015
Granite Bay - 2	5.35%	12,400	15,375	17,835	21,402	25,680
Horseshoe Bar/Penryn - 3	6.29%	4,455	4,740	5,040	6,048	7,260
Ophir / Newcastle - 3	2.73%	5,539	6,090	6,490	7,130	8,560
Total	3.56%	28,044	34,953	39,789	47,394	56,452

Sources: SACOG Population Projection; Granite Bay Community Plan; Census Data; Placer County General Plan.

*Note: Growth rate as expressed in annual rates.

B) Demographic Profile and Trends

1) Housing

The number of households and their size is important in providing recreational services. The number of dwellings and housing types will provide the persons running programs the ability to estimate needs, for example, adult versus youth versus senior programs. Also, tracing growth will provide an estimate of the target areas for certain programs and areas that may need parks in the future.

Table 3.4

Placer County Population and Housing Summary By Percentage of Each Planning Area

Planning Area	Population			Housing		
	1990	1996	%*	1990	1996	%
Loomis	5,650	6,025	6.64%	2,021	2,176	7.66%
Granite Bay	12,400	15,375	23.99%	4,575	6,038	31.98%
Horseshoe Bar/Penryn	4,455	4,740	6.39%	2,213	2,470	11.60%
Ophir / Newcastle	5,539	6,090	9.95%	2,350	2,617	11.36%
Total	28,044	32,230	14.93%	11,159	13,301	19.20%

Source: SACOG Population and Housing Module, 1996 as Modified for Area Populations.

*Note: Change in population for six year period.

The predominate housing type in the study area is single family residential, owner occupied. Other housing types are mobile homes, duplexes and multiple family residential. For the incorporated portion of South Placer County, the following chart provides specific numbers.

Another indicator of housing characteristics is persons per housing unit. This is defined as the number of persons residing in a residence. The importance of this number is to the school districts primarily due to the immediate effect that high persons per units has on school enrollment and school capacities. Placer County has a generally high per household population.

2) Age

Age considerations are important in considering the needs of the population as mentioned above, the anticipated size of groups impacting recreation programming needs differently.

Table 3.5

Median Age by Census Tract, 1990

<i>Census Tract</i>	<i>Age</i>	<i>Male</i>	<i>Female</i>
205	41.2	40.2	42.3
206.01	39.1	39.4	38.4
206.02	36.2	39.9	39.9
206.03	36.2	36.5	36.0
212	34.6	34.5	34.7
215.01	36.9	35.3	38.9
<i>Placer County</i>	35.1	34.5	35.7

Source: 1990 Census.

Age distribution for the County is similar for Placer County, unincorporated areas and cities. The following table is representative of the study area for the unincorporated areas.

Table 3.6

Age Distribution, Placer County, 1990

Age Group	Incorporated Cities		Unincorporated Areas		Placer County Total	
	Number	Percent	Number	Percent	Number	Percent
0 to 4 years	7,105	8.0%	5,458	6.5%	12,563	7.3%
5 to 17 years	17,078	19.3%	15,585	18.5%	32,663	18.9%
18 to 64 years	53,915	60.9%	53,030	63.0%	106,945	61.9%
65 years and older	10,471	11.8%	10,154	12.0%	20,625	11.9%
Total Population	88,569	100.0%	84,227	100.0%	172,796	100.0%

Source: U.S. Census of Population and Housing, Summary Tape File 1, 1990.

3) Gender

Persons by gender are normally included in a demographic profile of an area to indicate whether a particular deviation exists from the norm. The U.S. population normally has a slightly larger number of females than males; normally about a 0.5% to 1.0% difference. In the project area, this trend is reversed while for Placer County as a whole, as would be expected, 49.5% of the population is male while 50.5% is female.

Table 3.7

Persons by Gender, 1990

Census Tracts	Male		Female		Total Population
	Number	Percent	Number	Percent	
205	2,427	49.4%	2,485	50.6%	4,912
206.01	2,839	50.6%	2,761	49.3%	5,600
206.02	2,727	50.2%	2,700	49.9%	5,427
206.03	3,684	50.1%	3,673	49.9%	7,357
212	3,817	52.7%	3,796	49.9%	7,613
215.01	2,414	52.7%	2,163	47.3%	4,577
Total for Area	17,908	50.5%	17,578	49.5%	35,486
Placer County	85,578	49.5%	87,218	50.5%	172,796

Source: 1990 Census.

4) Ethnicity

Ethnicity is an important feature to any recreational program development. The district may have program requests from groups, for example, for events to celebrate cultural heritage. Another issue that may arise is the preparation of grants. Federal programs require, as a part of a grant application, an overview of the ethnic makeup as well as income characteristics of a population. Certain ethnic groups also have higher demands for recreational programs or classes that represent cultural activities. Examples would be classes in Polynesian Dance or Russian Cooking.

Table 3.8

Ethnicity

<i>Ethnic Group</i>	<i>Incorporated Cities</i>		<i>Unincorporated Areas</i>		<i>Placer County Total</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
White	81,831	92.4%	80,117	95.1%	161,948	93.7%
Black	656	0.7%	377	0.4%	1,033	0.6%
American Indian	908	1.0%	953	1.1%	1,861	1.1%
Asian or Pacific Islander	2,425	2.7%	1,381	1.6%	3,806	2.2%
Other*	2,749	3.1%	1,399	1.7%	4,148	2.4%
Total Population	88,569	99.9%	84,227	99.9%	172,796	100 %

Source: 1990 Census.

The summary above is county-wide, as any of the census tracts or zones will closely reflect the ethnicity of the population of the County. Deviation will occur, but generally the trends are as described in the table within a deviation of 5%. In a larger county, such as Sacramento, ethnic diversity will be much greater as will vary greatly from census tract to tract. The greatest variation in Placer County may be from the Roseville area to the Tahoe Basin, but for the area under discussion, the South Placer area, the ethnic characteristics will be roughly similar.

Section IV

Park and Recreation Resources

A) Existing Community Parks, Schools and Community Resources

1) Granite Bay Community Plan Area

The Granite Bay Community Plan Area encompasses one of the largest community planning areas in west Placer County. This community planning area extends from Dick Cook Road on the north, the Folsom Lake State Recreation area on the west and the Placer County line south.

a) Existing County Parks Facilities

The Granite Bay Plan Area includes two parks operated by Placer County, these are:

- Miner's Ravine Nature Area — located on Auburn-Folsom Road, this park is a 26 acre nature area with some trails and other passive improvements
- Baldwin Reservoir Equestrial Trail — located along Barton Road to Auburn Folsom Road
- Treelake Park — located in the Treelake Village subdivision off of East Roseville Parkway
- Sterling Pointe Park — located in the Sterling Pointe subdivision at the end of LoMida Road

b) School Facilities

- Wilma Cavitt School
 - 2+ acres of turf area - 1 soccer field, 2 ball fields
 - Hard surface area for basketball, etc.
 - 3+ acres of undeveloped areas for future recreation development
- Eureka School
 - 2+ acres open turf area - 2 ball fields
 - Hard surface areas - 2 basketball/volleyball courts
 - Children's playground/totlot area
- Franklin School
 - 3 softball/baseball diamonds
 - Hard surface areas - 2 basketball/3 volleyball courts
 - 1 track and fitness course
 - 1 asphalt play area

- Greenhills School
3 acres of open turf area - 2 ball fields
Hard surface area - 2 basketball/volleyball courts

c) Private Facilities

- Rolling Greens Golf Course - 9 hole par 3
- Granite Bay Golf Club - 18 holes, pool, tennis court, volleyball court
- Lutheran Church - Douglas Blvd. 1 soccer field
- Various equestrian stables, arenas, etc.
- Recreation Facilities within subdivisions:

Castle Creek, 1 tennis court, 1 totlot/playground
Clos-du-loc, 1 volleyball court, 1 picnic pavilion
Granite Bay Hills, 1 basketball court, 1 totlot/playground
Mobile Home Park, 1 pool
Woodbridge Ranch, 1 baseball field, 1 tennis court, 1 totlot/playground
Folsom Lake Estates, 1 tennis court, 1 totlot/playground, 1 picnic pavilion, ½ acre grass field

d) Granite Bay Community Recreation Resources

(Refer to the Inventory of Park and Recreation Resources, Appendix J, page A-13, and Granite Bay Index of Park and Recreation Organizations, Appendix E, page A-5).

2) Horseshoe Bar-Penryn Community Plan Area

The Horseshoe Bar-Penryn Community Plan Area, located adjacent to the Granite Bay Plan Area on the North and also located east of the Town of Loomis, is also encompasses one of the largest community planning areas in west Placer County. This community planning area extends from State Hwy. 193 on the north, to the Auburn Park and Recreation District on the west and the Folsom Lake State Recreation Area to the southwest.

a) Existing County Parks Facilities

The Horseshoe Bar-Penryn Area includes two park facilities operated by Placer County, these are:

- **Loomis Basin Community Park** - located on King Road, this park is a 33 acre active and passive park area with a North Park area and a South Park area. The North Park area includes 2 softball fields, one soccer field, one totlot/playground, a picnic area, snack bar, and portable restrooms. The South Park has 2 softball fields, 2 soccer fields, a basketball court, horseshoe pits, one totlot/playground, a covered group picnic area, 1.5 miles of trails, an equestrian arena, maintenance building, and portable restrooms.

- Griffith Quarry Park and Museum - this passive county park facility consists of 24.4 acres of land and includes the Quarry Museum, 3 miles of hiking trails, and several picnic areas. Horseback riding and off-road vehicle use is prohibited in the park.

b) School Facilities

- Penryn Elementary School - Some of the facilities developed on this school site have been jointly developed with the school and the County. Facilities include: 2+ acres of turf area - 3 youth soccer fields, 1 adult soccer field, 1 ball field, 4 tennis courts, 1 totlot, and 1 playground
- Placer Elementary School - about 2+ acres of turf fields and hardcourt areas. This school has also received County funding for community recreation facilities. Facilities include: 6 basketball courts, 1 softball field, 2 youth soccer fields, and 1 adult soccer field.

c) Private Facilities

- Los Lagos - Private facilities in this subdivision include 2 tennis courts

d) Horseshoe Bar-Penryn Community Recreation Resources

(Refer to the Inventory of Park and Recreation Resources, Appendix J, page A-13.)

3) The Ophir/Newcastle Community Plan Area

The Ophir/Newcastle Community Plan Area is located adjacent to the Horseshoe Bar-Penryn Community Plan Area on the North. This community plan area extends from about Wise Road on the north, the Auburn Park and Recreation District on the east and Gilardi to the south.

a) Existing County Parks Facilities

The Ophir/Newcastle Plan Area currently has no public parks operated by Placer County.

b) School Facilities

- Secret Ravine School - facilities include: 3 acres of undeveloped land (passive use), 1 youth soccer field, 2 softball fields, 1 basketball court.
- Ophir School - facilities include approximately 3 acres of field area, including 1 playground and 1 basketball court. The County has contributed funds to this school for community recreation facility development.
- Newcastle School - facilities include approximately 5 acres of developed and undeveloped field areas, including 1 playground, 1 basketball court, and 1 youth soccer field. The County has contributed funds to this school for community recreation facility development.

c) Private Facilities

There are no private recreation facilities identified in this Community Plan area.

d) Ophir/Newcastle Community Recreation Resources

(Refer to the Inventory of Park and Recreation Resources, Appendix J, page A-13.)

B) Additional Recreation Resources

In addition to County parks and school facilities within the South Placer Recreation Study Area, additional community and regional recreation opportunities are provided by the following sources:

1) Bikeways

As part of the ~~Placer County Bikeway System~~, the South Placer area has bikeways designated within its borders. In the study area, there is currently only one developed bicycle path which is located in the Town of Loomis along King Road. The County's Bicycle Trails Master Plan designates bicycle routes in the following general locations:

- Auburn-Folsom Road
- Taylor Road
- King Road
- Sierra College Boulevard
- Segments of Secret Ravine Creek, Dry Creek and Linda Creek

(Refer to Appendix H, page A-8 for a map of the Placer County Bicycle trails system for the South Placer Area.)

2) Hiking and Equestrian Trails

There are several small equestrian trail segments in the South Placer County area which are used and enjoyed by local residents and equestrian riders. These small trail segments include:

- a 1.5 mile segment in Loomis Basin Community Park
- a 3 mile trail for hiking only in Griffith Quarry Park
- trail segments along Kingmont and Hector Roads
- Baldwin Reservoir Equestrian Trail, Barton Road to Auburn-Folsom Road
- Miner's Ravine Nature Reserve Trails (trails within the reserve)

Park-to-Park
(Refer to Appendix G, page A-7 for a map of the Loomis Basin Horseman's Association Trails system for the South Placer Area.)

3) Natural Streams and Trails

There are many natural streams corridors which exist within the South Placer Park and Recreation District study area. Some of these creek corridors have been previously studied and recommended for future trail and pathway development. Among these, Secret Ravine Creek, Antelope Creek, Linda Creek and others have been studied and recommended for trail development. (See Appendix G, page A-7, for a map of the Loomis Basin Horseman's Association Trails system for the South Placer Area.)

One additional significant opportunity exists in the area to develop a truly regional trail pathway system connecting most of the South Placer County area with Sacramento County and the American River Parkway. This opportunity exists along the creek corridor of Dry Creek and its upstream tributaries including Secret Ravine Creek, Antelope Creek, Cirby Creek and others. In a recent report prepared by a consortium of park and recreation providers and agencies, a Dry Creek Greenway Plan and Proposal to create a Dry Creek Regional Greenway was exhibited. Agencies participating in this study included:

- Placer County, John Ramirez
- City of Roseville, Mark Morse
- Town of Rocklin, Mark Riemer
- Town of Loomis, Kathy Kurdus
- Sacramento County, Tara Gee
- City of Sacramento, Barbara Graichen
- Sacramento Area Flood Control Agency, Barbara Graichen
- Trust for Public Lands, Mike Reeves
- National Park Service, Martha Crusius

In the Dry Creek Greenway Concept Report, these agencies identified the general area proposed for the regional Greenway system (including trails) and also costs associated with its implementation. (Refer to Appendix F, page A-6, Dry Creek Regional Greenway System.)

4) Regional Recreation Facilities

Residents of the South Placer County area have access to several unique regional recreation opportunities, such as Folsom Lake State Recreation Area, the American River Parkway, the Loomis Basin Regional Park and the recreational facilities located within the Cities of Roseville and Rocklin and other communities. In addition, there are many private recreation facilities in the immediate area which serve the residents such as the many private and municipal golf courses.

Located to the southeast of South Placer County Park and Recreation District study area, the Folsom Lake State Recreation Area (FLSRA) encompasses more than 18,000 acres of natural areas, 9,000 acres of lake area, lake shoreline, camping, more than 80 miles of trails and other features. The two primary access points to the FLSRA for residents of South Placer County are at Beals Point and at the Granite Bay access. Each of these areas include developed beaches, boating access, parking areas, camping and picnic facilities and concessions. Another lake access area located to the east of the Town at the Rattlesnake Bar access. This access area features boat launching, camping and

trail access points. This area can be accessed from Rattlesnake Bar Road. All of these areas are heavily used during the summer months and at times are closed due to overcrowding. A regional trail connection is also located at Beals Point and Granite Bay and provides a connection from these areas to the perimeter trail which encircles the Lake and also to the American River Parkway along the north shore of Lake Natoma to the lower American River Parkway trail system.

Other notable regional park and recreation resources in the South Placer area include the Loomis Basin Community Park located on King Road, the Griffith Quarry Historic Park and Museum on Rock Springs Road and the Miner's Ravine Nature Reserve on Folsom Auburn Road.

C) South Placer Recreation Programs and Services

1) Background

All recreation programs and services in the study area are currently provided by organized recreation entities such as AYSO (American Youth Soccer Organization), Little League, school-related sports teams and other quasi-recreation organizations such as church groups and other community organizations.

Placer County and the Town of Loomis do not provide any recreation programming for the residents in the South Placer area. The adjacent communities of Rocklin and Roseville however, do support extensive recreation programs which are reportedly frequently used by the residents in the Study Area.

Based on the inventory of park and recreation facilities and programs completed by the Del Oro Park District Formation Committee and selected volunteers, both Del Oro High School and the many elementary schools in the study area are used extensively for recreation programs offered by several different organizations. A listing of the activities and the sponsoring organization or location for activity is below (based on the Inventory prepared by the Del Oro Park District Formation Committee completed in February and March, 1997).

2) Existing South Placer Athletics/Active Recreation Organizations

<u>Organization</u>	<u>Location Provided</u>
Loomis Dolphins Swim Team	At Del Oro High School
Loomis Youth Soccer	At all of elementary schools
Plyometrics, Inc.	Facility on Taylor Road in Loomis
Youth Basketball	At all elementary schools with a gym
Five Cities Softball League	On most elementary schools, at Loomis Basin Community Park

South Placer Little League

Placer Little League

On most elementary schools, at Loomis Basin Community Park

Newcastle Baseball League

Plays at Newcastle, Ophir, Secret Ravine Elementary School

Splitz Gymnastics

Private facility on Swetzer Rd

Dance

Green Tree Dance Studio, Citrus Colony Rd

Fossom Karate School

Private facility, located in the Newcastle fruit shed, Old State Hwy.

3) "Other" Community Recreation Organizations

<u>Organization</u>	<u>Location Provided</u>
Miner's Ravine 4H	Meets at Placer Elementary School
Ophir 4H	Meets at Ophir School
Loomis 4H	Meets at the Loomis Library
Boy Scouts	Meets in a variety of locations in each community, including schools and churches
Brownies	Same as above
Miscellaneous Clubs (Quilt Club, Service Organizations, etc.)	In many different facilities throughout the area

Based on the preceding list, and from the tables included in this report which identify the area's park and recreation facilities and uses, it can be clearly observed that the area's existing community groups play a significant role in providing park and recreation services throughout the entire community and South Placer area in general. In addition, the area's schools also provide the vast majority of the physical facilities and acreages for public park active recreational use. This existing relationship with the many different schools in the area is definitely encouraged to continue in that the schools often have property which may be available for recreational facility development, but may not have funding to develop the needed facilities. With the participation by the County and possibly with the formation of a South Placer park and recreation district, additional funding can be provided to develop these properties for recreation use.

Section V

Park and Recreation Needs

Analysis of Park and Recreation Acreages and Facilities Needed for the South Placer Area

The following tables identify the projected deficiencies for parklands or facilities in the South Placer area. In some cases, the existing facilities exceed the recommended standards. For each Community Plan Area, there are 4 total tables which are organized for each time period from the present-day (using 1996 as the base year) to the year 2010 in five-year increments.

Each table identifies the existing Placer County park acreage and park facility standard, and compares the recommended amount of park acreages and park facilities which is existing in each area to the standard. Where a deficiency is identified, the column "Unmet Demand" identifies the amount of park acres needed or facilities required. In the column "Existing Units", the existing park acreages and facilities are identified and are used to offset the total required park acreages/facilities. The "Existing Units" column also identifies the numbers and types of acres and facilities existing at each County park facility, schools and private recreation facilities within each plan area. In the "Existing Units" column, the numbers in parentheses, for example (1), represent the actual facilities/acreages for that category; the number following the parentheses: =.9 for example, represents the "discounted value" which was the actual value used in the analysis.

Each facility or acreage at a County Park is counted as 100% towards the required facilities/acreages since these facilities/parks are publicly-owned and maintained for public use. For facilities/acreages on school grounds, the analysis counts these facilities as only 45% of the standard required. This is due to the restrictions which schools place on the public's use of their facilities and is also based on a recent analysis by the City of Rocklin (and other public agencies) who have found that for full-time schools, the public generally only has about a 45% average access "time" to these school-based recreation facilities. For private recreation facilities (those facilities found in private clubs, within private communities and other private developments) the facilities and park acreages which exist in these developments are counted as only 50% of the required totals. This is due to the fact that the public generally does not have access to these facilities and also since they are privately-owned, there is no guarantee of long-term utilization for recreational uses. Nonetheless, these private facilities play an important role in providing overall recreation opportunities to the community and should therefore be considered when analyzing the overall delivery of park and recreation facilities and services to the community and South Placer Area in general.

Granite Bay Area: Park and Recreation Facility Standards and Deficiencies

Basketball: 1 per 6,000 pop.	Courts	3.5	(3)=1.35 W.C., (3)=1.35 E.S., (2)=.9 G.S. (1)=.5 in Private Dev.	.6 over req'd.	(1) in Granite Bay Hills
Hardball Field: 1 per 3,000 pop.	Diamonds	7.1	(1)=.45 W.C., (1)=.45 E.S., (1)=.5 in Private Develop.	5.7 needed	(1) in Woodbridge Ranch
Softball Field: 1 per 3,000 pop.	Diamonds	7.1	(1)=.45 W.C., (1)=.45 E.S., (2)=.9 G.S.	5.3 needed	
Equestrian Trail 1 mile per 1,000	Miles	21.4	10 miles +/-	11.4 miles needed	
Youth Soccer: 1 per 2,000 pop.	Fields	10.7	(1)=.45 W.C., (1)=.45 E.S., (3)=1.35 G.S., (3)=1.35 O.S., (1)=.5 in Private Develop.	6.6 needed	(1) in Folsom Lake Estates
Adult Soccer: 1 per 2,000 pop.	Fields	10.7	1-Treelake Park (1)=.45 W.C., (1)=.45 E.S., (1)=.45 O.S., (1)=.45 G.S.	7.9 needed	
Golf Course: 1 per 50,000 pop	Courses	.4	Granite Bay Golf Club (18 holes)=.5, Rolling Greens (9 holes) =.25 of standard	.35 over req'd.	Rolling Greens is a private 9 hole par 3 course, Granite Bay Golf Club-18 holes-private

* Facility to population ratio modified to fit Placer Co. Standards

1. Facilities at schools are accounted at 45% towards the acreage or facility standard.
2. W.C.=William Cavitt School; E.S.=Eureka School; G.S.=Greenhills School; O.S.=Oakhills School

Granite Bay Area: Park and Recreation Facility Standards and Deficiencies

Year: 2005		Population: 21,402
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Standard	Unit/Type	Standard Needed	Existing Units	Unmet Demand	Notes
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1. Park Acreage:

Passive Park: 5 ac/1,000 pop.	Acres	107 ac.	26 ac	81 ac.	Miners Ravine Nature Preserve
Active Park: 5 ac/1,000 pop.	Acres	107 ac.	8 ac-Treelake Park (2)=.9 W.C.; (2)=.9 E.S.; (3)=1.45 G.S., (2)=.9 O.S.; (2 ac) =1 in Private developments .13.1	93.9	Facilities/acreages in private developments account for 50% of the recommended standard.
Total Acres		214 ac.	39.1 ac.	174.9 ac.	

2. Facilities:

Tot Lots: 1 per 1,000 pop.	Tot Lots	21.4	(1)=.45 E.S., (1)=.45 G.S., (4)=2 (in Private developments)	18.5 needed	Tot Lots in Cassile Creek, Granite Bay Hills, Woodbridge Ranch, Folsom Lake Estates
Playground: 1 per 3,000 pop.	Playground	7.1	(1)=.45 E.S., (2)=.9 G.S., (1)=.45 O.S.,	5.3 needed	
Tennis Court: 1 per 6,000 pop.	Courts	3.5	(2)=.9 W.C., (4)=2 in Private developments	.6 over req'd.	(1) in Cassile Creek, (1) at Granite Bay Golf Club; (1) Folsom Lake Estates,

Granite Bay Area: Park and Recreation Facility Standards and Deficiencies

Basketball: 1 per 6,000 pop.	Courts	2.9	(3)=1.35 W.C., (3)=1.35 E.S., (2)=9 G.S. (1)=.5 in Private Dev.	1.2 over req'd.	(1) in Granite Bay Hills
Hardball Field: 1 per 3,000 pop.	Diamonds	5.9	(1)=.45 W.C., (1)=.45 E.S., (1)=.5 in Private Develop.	4.5 needed	(1) in Woodbridge Ranch
Softball Field: 1 per 3,000 pop.	Diamonds	5.9	(1)=.45 W.C., (1)=.45 E.S., (2)=9 G.S.	4.1 needed	
Equestrian Trail 1 mile per 1,000	Miles	17.8 miles	10 miles +/-	7.8 miles needed	
Youth Soccer: 1 per 2,000 pop.	Fields	8.9	(1)=.45 W.C., (1)=.45 E.S., (3)=1.35 G.S., (3)=1.35 O.S., (1)=.5 in Private Develop.	4.8 needed	(1) in Folsom Lake Estates
Adult Soccer: 1 per 2,000 pop.	Fields	8.9	1-Treelake Park (1)=.45 W.C., (1)=.45 E.S., (1)=.45 O.S., (1)=.45 G.S.	6.1 needed	
Golf Course: 1 per 50,000 pop	Courses	.3	Granite Bay Golf Club (18 holes)=.5, Rolling Greens (9 holes) =.25 of standard	.45 over req'd.	Rolling Greens is a private 9 hole par 3 course, Granite Bay Golf Club-18 holes-private

Granite Bay Area: Park and Recreation Facility Standards and Deficiencies

Year: 2000		Population: 17,835
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Standard	Unit/Type	Standard Needed	Existing Units	Unmet Demand	Notes
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1. Park Acreage:

Passive Park: 5 ac/1,000 pop.	Acres	89 ac.	26 ac	63 ac.	Miners Ravine Nature Preserve
Active Park: 5 ac/1,000 pop.	Acres	89 ac.	8 ac-Treelake Park (2)=9 W.C.; (2)=9 E.S.; (3)=1.45 G.S., (2)=9 O.S.; (2 ac) =1 in Private developments . 13.1	75.9	Facilities/acreages in private developments account for 59% of the recommended standard.
Total Acres		178 ac.	39.1 ac.	138.9 ac.	

2. Facilities:

Tot Lots: 1 per 1,000 pop.	Tot Lots	17.8	(1)=45 E.S., (1)=45 G.S., (4)=2 (in Private developments)	14.9 needed	Tot Lots in Cassile Creek, Granite Bay Hills, Woodbridge Ranch, Folsom Lake Estates
Playground: 1 per 3,000 pop.	Playground	5.9	(1)=45 E.S., (2)=9 G.S., (1)=45 O.S.,	4.1 needed	
Tennis Court: 1 per 6,000 pop.	Courts	2.9	(2)=9 W.C. (4)=2 in Private developments	meets standard	(1) in Castle Creek, (1) at Granite Bay Golf Club; (1) Folsom Lake Estates,

Granite Bay Area: Park and Recreation Facility Standards and Deficiencies

Basketball: 1 per 6,000 pop.	Courts	2.5	(3)=1.35 W.C., (3)=1.35 E.S., (2)=9 G.S. (1)=.5 in Private Dev.	1.6 over req'd.	(1) in Granite Bay Hills
Hardball Field: 1 per 3,000 pop.	Diamonds	5	(1)=45 W.C., (1)=45 E.S., (1)=.5 in Private Develop.	3.6 needed	(1) in Woodbridge Ranch
Softball Field: 1 per 3,000 pop.	Diamonds	5	(1)=45 W.C., (1)=45 E.S., (2)=9 G.S.	3.2 needed	
Equestrian Trail 1 mile per 1,000	Miles	15.3	10 miles +/-	5.3 miles needed	
Youth Soccer: 1 per 2,000 pop.	Fields	7.6	(1)=45 W.C., (1)=45 E.S., (3)=1.35 G.S., (3)=1.35 O.S., (1)=.5 in Private Develop.	3.5 needed	(1) in Folsom Lake Estates
Adult Soccer: 1 per 2,000 pop.	Fields	7.6	1-Treelake Park (1)=45 W.C., (1)=45 E.S., (1)=45 O.S., (1)=45 G.S.	4.8 needed	
Golf Course: 1 per 50,000 pop	Courses	.3	Granite Bay Golf Club (18 holes)=.5, Rolling Greens (9 holes) =.25 of standard	.45 over req'd.	Rolling Greens is a private 9 hole par 3 course, Granite Bay Golf Club-18 holes-private

* Facility to population ratio modified to fit Placer Co. Standards

1. Facilities at schools are accounted at 45% towards the acreage or facility standard.
2. W.C.=William Cavitt School; E.S.=Eureka School; G.S.=Greenhills School; O.S.=Oakhills School

Granite Bay Area: Park and Recreation Facility Standards and Deficiencies

Year: 1996 Population: 15,375				
Standard	Unit/Type	Standard Needed	Existing Units	Unmet Demand
Notes				

1. Park Acreage:

Passive Park: 5 ac/1,000 pop.	Acres	76.5 ac.	26 ac	50.5 ac.	Miners Ravine Nature Preserve
Active Park: 5 ac/1,000 pop.	Acres	76.5 ac.	8 ac-Treelake Park (2)=9 W.C.; (2)=9 E.S.; (3)=1.45 G.S.; (2)=9 O.S.; (2 ac) =1 in Private developments 13.1	63.4	Facilities/acreages in private developments account for 50% of the recommended standard.
Total Acres		153 ac.	39.1 ac.	113.9 ac.	

2. Facilities:

Tot Lots: 1 per 1,000 pop.	Tot Lots	15.3	(1)=45 E.S., (1)=45 G.S., (4)=2 (in Private developments)	12.4 needed	Tot Lots in Cassile Creek, Granite Bay Hills, Woodbridge Ranch, Folsom Lake Estates
Playground: 1 per 3,000 pop.	Playground	5	(1)=45 E.S., (2)=.9 G.S., (1)=45 O.S.,	3.2 needed	
Tennis Court: 1 per 6,000 pop.	Courts	2.5	(2)=9 W.C. (4)=2 in Private developments	.4 over req'd.	(1) in Cassile Creek, (1) at Granite Bay Golf Club; (1) Folsom Lake Estates,

Granite Bay Area: Park and Recreation Facility Standards and Deficiencies

Tennis Court: 1 per 6,000 pop.	Courts	4.2	(2)=9 W.C., (4)=2 in Private developments	1.3 needed	(1) in Castle Creek, (1) at Granite Bay Golf Club, (1) Folsom Lake Estates,
Basketball: 1 per 6,000 pop.	Courts	4.2	(3)=1.35 W.C., (3)=1.35 E.S., (2)=9 G.S. (1)=.5 in Private Dev.	meets standard	(1) in Granite Bay Hills
Hardball Field: 1 per 3,000 pop.	Diamonds	8.5	(1)=45 W.C., (1)=45 E.S., (1)=.5 in Private Develop.	7.1 needed	(1) in Woodbridge Ranch
Softball Field: 1 per 3,000 pop.	Diamonds	8.5	(1)=45 W.C., (1)=45 E.S., (2)=9 G.S.	6.7 needed	
Equestrian Trail 1 mile per 1,000	Miles	25.7	10 miles +/-	15.7 miles needed	
Youth Soccer: 1 per 2,000 pop.	Fields	12.8	(1)=45 W.C., (1)=45 E.S., (3)=1.35 G.S., (3)=1.35 O.S., (1)=.5 in Private Develop.	8.7 needed	(1) in Folsom Lake Estates
Adult Soccer: 1 per 2,000 pop.	Fields	12.8	1-Treelake Park (1)=45 W.C., (1)=45 E.S., (1)=45 O.S., (1)=45 G.S.,	10 needed	
Golf Course: 1 per 50,000 pop	Courses	.5	Granite Bay Golf Club (18 holes)=.5, Rolling Greens (9 holes) =.25 of standard	.25 over req'd.	Rolling Greens is a private 9 hole par 3 course, Granite Bay Golf Club-18 holes-private

* Facility to population ratio modified to fit Placer Co. Standards

1. Facilities at schools are accounted at 45% towards the acreage or facility standard.
2. W.C.=William Cavitt School; E.S.=Eureka School; G.S.=Greenhills School; O.S.=Oakhills School

Granite Bay Area: Park and Recreation Facility Standards and Deficiencies

Year: 2010		Population: 25,680
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Standard	Unit/Type	Standard Needed	Existing Units	Unmet Demand	Notes
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1. Park Acreage:

Passive Park: 5 ac/1,000 pop.	Acres	128.5 ac.	26 ac	102.5 ac.	Miners Ravine Nature Preserve
Active Park: 5 ac/1,000 pop.	Acres	128.5 ac.	8 ac-Treelake Park (2)=.9 W.C.; (2)=.9 E.S.; (3)=1.45 G.S., (2)=.9 O.S.; (2 ac) =1 in Private developments .13.1	115.4	Facilities/acreages in private developments account for 50% of the recommended standard.
Total Acres		257 ac.	39.1 ac.	217.9 ac.	

2. Facilities:

Tot Lots: 1 per 1,000 pop.	Tot Lots	25.7	(1)=.45 E.S., (1)=.45 G.S., (4)=2 (in Private developments)	22.8 needed	Tot Lots in Cassle Creek, Granite Bay Hills, Woodbridge Ranch, Flosom Lake Estates
Playground: 1 per 3,000 pop.	Playground	8.5	(1)=.45 E.S., (2)=.9 G.S., (1)=.45 O.S.,	6.7 needed	

Horseshoe Bar-Penryn Area: Park and Recreation Facility Standards and Deficiencies

Year: 1996	Population: 4,740
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Standard	Unit/Type	Standard Needed	Existing Units	Unmet Demand	Notes
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1. Park Acreage:

Passive Park: 5 ac/1,000 pop.	Acres	23.5 ac.	24.4 ac -Griffith Quarry 20 ac. +/- L.B.C.P.	20.9 over req'd.	Located at Griffith Quarry and Loomis Basin Community Park
Active Park: 5 ac/1,000 pop.	Acres	23.5 ac.	(2)=9 P.E., 13 ac. L.B.C.P.	9.6 ac.	
Total Acres:		47 ac.	45.3	11.3 ac.	

2. Facilities:

Tot Lots: 1 per 1,000 pop.	Tot Lots	4.7	(1)=45 P.E. (2)=L.B.C.P. (2.4 total)	2.3 needed	Facilities in private communities counted at 50% of standard
Playground: 1 per 3,000 pop.	Playground	1.5	(1)=45 P.E.	1 needed	

Horseshoe Bar-Penryn Area: Park and Recreation Facility Standards and Deficiencies

Tennis Court: 1 per 6,000 pop.	Courts	.75	(4)=1.8 P.E. (2) @Los Lagos= 1	2 over req'd.	
Basketball: 1 per 6,000 pop.	Courts	.75	(6)=2.7 P.S., (1)=L.B.C.P.	2.9 over req'd	
Hardball Field: 1 per 3,000 pop.	Diamonds	1.5	0	1.5 needed	
Softball Field: 1 per 3,000 pop.	Diamonds	1.5	(1)=.45 P.S., (1)= .45 P.E., (2)=L.B.C.P.	1.4 over req'd.	
Trails-Pathways 1 mile per 1,000	Miles	4.7	5.5 miles +/-	.3 over req'd.	
Youth Soccer: 1 per 2,000 pop.	Fields	2.3	(3)=L.B.C.P., (3)=1.35 P.E., (2)=.9 P.S.,	2.9 over req'd.	
Adult Soccer: 1 per 2,000 pop.	Fields	2.3	(3)=L.B.C.P. (1)=.45 P.S., (1)= .45 P.E.,	1.6 over req'd.	
Golf Course: 1 per 50,000 pop	Courses	n/a	n/a	n/a	

1. L.B.C.P.=Loomis Basin Community Park; P.E.=Penryn Elementary; P.S.=Placer School

Horseshoe Bar-Penryn Area: Park and Recreation Facility Standards and Deficiencies

Year: 2000	Population: 5,040
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Standard	Unit/Type	Standard Needed	Existing Units	Unmet Demand	Notes
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1. Park Acreage:

Passive Park: 5 ac/1,000 pop.	Acres	25.2 ac	24.4 ac -Griffith Quarry 20 ac. +/- L.B.C.P.	19.2 ac over req'd.	
Active Park: 5 ac/1,000 pop.	Acres	25.2 ac	(2)=9 P.E., 13 ac. L.B.C.P.	11.3 ac	
Total Acres		50.4 ac	58.3 ac.	7.9 over req'd ac.	

2. Facilities:

Tot Lots: 1 per 1,000 pop.	Tot Lots	6	(1)=45 P.E. (2)=L.B.C.P. (2.4 total)	3.6 needed	Facilities in private communities counted at 50% of standard
Playground: 1 per 3,000 pop.	Playground	1.6	(1)=45 P.E.	1needed	

Horseshoe Bar-Penryn Area: Park and Recreation Facility Standards and Deficiencies

Tennis Court: 1 per 6,000 pop.	Courts	.8	(4)=1.8 P.E. (2) @Los Lagos= 1	1 over req'd.	
Basketball: 1 per 6,000 pop.	Courts	.8	(6)=2.7 P.S., (1)=L.B.C.P.	2.9 over req'd.	
Hardball Field: 1 per 3,000 pop.	Diamonds	1.6	0	1.6 needed	
Softball Field: 1 per 3,000 pop.	Diamonds	1.6	(1)=.45 P.S., (1)= .45 P.E., (2)=L.B.C.P.	1.3 over req'd.	
Equestrian Trail 1 mile per 1,000	Miles	5	5.5 miles +/-	.5 over req'd.	
Youth Soccer: 1 per 2,000 pop.	Fields	2.5	(3)=L.B.C.P., (3)=1.35 P.E., (2)=.9 P.S.	2.75 over req'd.	
Adult Soccer: 1 per 2,000 pop.	Fields	2.5	(3)=L.B.C.P. (1)=.45 P.S., (1)= .45 P.E.	1.4 over req'd.	
Golf Course: 1 per 50,000 pop	Courses	.1	n/a	.1	

1. L.B.C.P.=Loomis Basin Community Park; P.E.=Penryn Elementary; P.S.=Placer School

Horseshoe Bar-Penryn Area: Park and Recreation Facility Standards and Deficiencies

Year: 2005	Population: 6,048
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Standard	Unit/Type	Standard Needed	Existing Units	Unmet Demand	Notes
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1. Park Acreage:

Passive Park: 5 ac/1,000 pop.	Acres	30 ac	24.4 ac -Griffith Quarry 20 ac. +/- L.B.C.P.	14.4 ac over req'd.	
Active Park: 5 ac/1,000 pop.	Acres	30 ac	(2) =9 P.E., 13 ac. L.B.C.P.	16.1 ac	
Total Acres		60 ac	58.3 ac	1.7 ac	

2. Facilities:

Tot Lots: 1 per 1,000 pop.	Tot Lots	6	(1)=.45 P.E. (2)=L.B.C.P. (2.4 total)	3.6 needed	Facilities in private communities counted at 50% of standard
Playground: 1 per 3,000 pop.	Playground	2	(1)=.45 P.E.	1.5 needed	
Tennis Court: 1 per 6,000 pop.	Courts	1	(4)=1.8 P.E. (2) @Los Lagos= 1	1.8 over req'd.	

Horseshoe Bar-Penryn Area: Park and Recreation Facility Standards and Deficiencies

Basketball: 1 per 6,000 pop.	Courts	1	(6)=2.7 P.S., (1)=L.B.C.P.	2.7 over req'd.	
Hardball Field: 1 per 3,000 pop.	Diamonds	2	0	2 needed	
Softball Field: 1 per 3,000 pop.	Diamonds	2	(1)=.45 P.S., (1)=.45 P.E., (2)=L.B.C.P.	.9 over req'd.	
Equestrian Trail 1 mile per 1,000	Miles	6	5.5miles +/-	.5 needed	
Youth Soccer: 1 per 2,000 pop.	Fields	3	(3)=L.B.C.P., (3)=1.35 P.E., (2)=9 P.S.	2.25 over req'd.	
Adult Soccer: 1 per 2,000 pop.	Fields	3	(3)=L.B.C.P. (1)=.45 P.S., (1)=.45 P.E.	.9 over req'd.	
Golf Course: 1 per 50,000 pop	Courses	n/a	n/a	n/a	

1. L.B.C.P.=Loomis Basin Community Park; P.E.=Penryn Elementary; P.S.=Placer School

Horseshoe Bar-Pennryn Area: Park and Recreation Facility Standards and Deficiencies

Year: 2010	Population: 7,260
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Standard	Unit/Type	Standard Needed	Existing Units	Unmet Demand	Notes
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1. Park Acreage:

Passive Park: 5 ac/1,000 pop.	Acres	36.3 ac	24.4 ac -Griffith Quarry 20 ac. +/- L.B.C.P.	8.1ac over req'd.	
Active Park: 5 ac/1,000 pop.	Acres	36.3 ac..	(2)=9 P.E., 13 ac. L.B.C.P.	22.4 ac	
Total Acres		72.6 ac.	58.3 ac.	14.3 ac.	

2. Facilities:

Tot Lots: 1 per 1,000 pop.	Tot Lots	7.2	(1)=.45 P.E. (2)=L.B.C.P. (2.4 total)	4.8 needed	Facilities in private communities counted at 50% of standard
Playground: 1 per 3,000 pop.	Playground	2.4	(1)=.45 P.E.	1.9 needed	
Tennis Court: 1 per 6,000 pop.	Courts	1.2	(4)=1.8 P.E. (2) @Los Lagos= 1	1.6 over req'd.	

Horseshoe Bar-Penryn Area: Park and Recreation Facility Standards and Deficiencies

Basketball: 1 per 6,000 pop.	Courts	1.2	(6)=2.7 P.S., (1)=L.B.C.P.	2.5 over req'd.	
Hardball Field: 1 per 3,000 pop.	Diamonds	2.4	0	2.4 needed	
Softball Field: 1 per 3,000 pop.	Diamonds	2.4	(1)=.45 P.S., (1)= .45 P.E., (2)=L.B.C.P.	.5 over req'd.	
Equestrian Trail 1 mile per 1,000	Miles	7.2	5.5 miles +/-	1.7 needed	
Youth Soccer: 1 per 2,000 pop.	Fields	3.6	(3)=L.B.C.P., (3)=1.35 P.E., (2)=.9 P.S.,	2.75 over req'd.	
Adult Soccer: 1 per 2,000 pop.	Fields	3.6	(3)=L.B.C.P. (1)=.45 P.S., (1)= .45 P.E.,	.3 over req'd.	
Golf Course: 1 per 50,000 pop	Courses	.14	0	.14	

1. L.B.C.P.=Loomis Basin Community Park; P.E.=Penryn Elementary; P.S.=Placer School

Ophir-Newcastle Area: Park and Recreation Facility Standards and Deficiencies

Year: 1996	Population: 6,090
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Standard	Unit/Type	Standard Needed	Existing Units	Unmet Demand	Notes
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1. Park Acreage:

Passive Park: 5 ac/1,000 pop.	Acres	30.5 ac.	0	30.5	
Active Park: 5 ac/1,000 pop.	Acres	30.5 ac.	(3)=1.35 O.S., (5)=2.25 N.S. (3)=1.35 S.R.	25.6 ac.	
Total Acres:		61 ac.	4.9 ac.	56.1 ac.	

2. Facilities:

Tot Lots: 1 per 1,000 pop.	Tot Lots	6	0	7 needed	
Playground: 1 per 3,000 pop.	Playground	2	(1)=.45 O.S., (1)=.45 N.S.	1.1 needed	
Tennis Court: 1 per 6,000 pop.	Courts	1	0	1 needed	

Ophir-Newcastle Area: Park and Recreation Facility Standards and Deficiencies

Basketball: 1 per 6,000 pop.	Courts	1	(1)=.45 O.S., (1)=.45 N.S., (1)=.45 S.R.	.3 over req'd	
Hardball Field: 1 per 3,000 pop.	Diamonds	2	0	2 needed	
Softball Field: 1 per 3,000 pop.	Diamonds	2	(2)=.9 S.R.	1.1 needed	
Trails-Pathways 1 mile per 1,000	Miles	6	0	6 needed	
Youth Soccer: 1 per 2,000 pop.	Fields	3	(1)=.45 N.S., (1)=.45 S.R.	2.1 needed	
Adult Soccer: 1 per 2,000 pop.	Fields	3	0	3 needed	
Golf Course: 1 per 50,000 pop	Courses	.12	0	.12	

1. Ophir School=O.S.; Newcastle School=N.S.; Secret Ravine School=S.R.
2. Facilities on school grounds are counted at 45% of required total

Ophir-Newcastle Area: Park and Recreation Facility Standards and Deficiencies

Year: 2000	Population: 6,490
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Standard	Unit/Type	Standard Needed	Existing Units	Unmet Demand	Notes
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1. Park Acreage:

Passive Park: 5 ac/1,000 pop.	Acres	32.5 ac.	0	32.5	
Active Park: 5 ac/1,000 pop.	Acres	32.5 ac.	(3)=1.35 O.S., (5)=2.25 N.S. (3)=1.35 S.R.,	27.6 ac.	
Total Acres:		65 ac.	4.9 ac.	60.1 ac.	

2. Facilities:

Tot Lots: 1 per 1,000 pop.	Tot Lots	6.5	0	6.5 needed	
Playground: 1 per 3,000 pop.	Playground	2.1	(1)=.45 O.S., (1)=.45 N.S.,	1.2 needed	
Tennis Court: 1 per 6,000 pop.	Courts	1	0	1 needed	

Ophir-Newcastle Area: Park and Recreation Facility Standards and Deficiencies

Basketball: 1 per 6,000 pop.	Courts	1	(1)=.45 O.S., (1)=.45 N.S., (1)=.45 S.R.	.3 over req'd	
Hardball Field: 1 per 3,000 pop.	Diamonds	2.1	0	2.1 needed	
Softball Field: 1 per 3,000 pop.	Diamonds	2.1	(2)=.9 S.R.,	1.2 needed	
Trails-Pathways 1 mile per 1,000	Miles	6.5	0	6.5 needed	
Youth Soccer: 1 per 2,000 pop.	Fields	3.2	(1)=.45 N.S., (1)=.45 S.R.	2.3 needed	
Adult Soccer: 1 per 2,000 pop.	Fields	3.2	0	3.2 needed	
Golf Course: 1 per 50,000 pop	Courses	.12	0	.12	

1. Ophir School=O.S.; Newcastle School=N.S.; Secret Ravine School=S.R.
2. Facilities on school grounds are counted at 45% of required total

Ophir-Newcastle Area: Park and Recreation Facility Standards and Deficiencies

Year: 2005	Population: 7,130
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Standard	Unit/Type	Standard Needed	Existing Units	Unmet Demand	Notes
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1. Park Acreage:

Passive Park: 5 ac/1,000 pop.	Acres	35.5 ac.	0	35.5	
Active Park: 5 ac/1,000 pop.	Acres	35.5 ac.	(3)=1.35 O.S., (5)=2.25 N.S. (3)=1.35 S.R.,	30.6 ac.	
Total Acres:		71 ac.	4.9 ac.	66.1 ac.	

2. Facilities:

Tot Lots: 1 per 1,000 pop.	Tot Lots	7	0	7 needed	
Playground: 1 per 3,000 pop.	Playground	2.4	(1)=.45 O.S., (1)=.45 N.S.,	1.5 needed	
Tennis Court: 1 per 6,000 pop.	Courts	1.2	0	1.2 needed	

Ophir-Newcastle Area: Park and Recreation Facility Standards and Deficiencies

Basketball: 1 per 6,000 pop.	Courts	1.2	(1)=.45 O.S., (1)=.45 N.S., (1)=.45 S.R.	.15 over req'd	
Hardball Field: 1 per 3,000 pop.	Diamonds	2.4	0	2.4 needed	
Softball Field: 1 per 3,000 pop.	Diamonds	2.4	(2)=9 S.R.,	1.5 needed	
Trails-Pathways 1 mile per 1,000	Miles	7	0	7 needed	
Youth Soccer: 1 per 2,000 pop.	Fields	3.5	(1)=.45 N.S., (1)=.45 S.R.	2.6 needed	
Adult Soccer: 1 per 2,000 pop.	Fields	3.5	0	3.5 needed	
Golf Course: 1 per 50,000 pop	Courses	.14	0	.14	

1. Ophir School=O.S.; Newcastle School=N.S.; Secret Ravine School = S.R.
2. Facilities on school grounds are counted at 45% of required total

Ophir-Newcastle Area: Park and Recreation Facility Standards and Deficiencies

Year: 2010	Population: 8,560
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Standard	Unit/Type	Standard Needed	Existing Units	Unmet Demand	Notes
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1. Park Acreage:

Passive Park: 5 ac/1,000 pop.	Acres	42.5 ac.	0	42.5	
Active Park: 5 ac/1,000 pop.	Acres	42.5 ac.	(3)=1.35 O.S., (5)=2.25 N.S. (3)=1.35 S.R.,	37.6 ac.	
Total Acres:		85 ac.	4.9 ac.	80.1 ac.	

2. Facilities:

Tot Lots: 1 per 1,000 pop.	Tot Lots	8.5	0	8.5 needed	
Playground: 1 per 3,000 pop.	Playground	2.8	(1)=45 O.S., (1)=45 N.S.,	1.9 needed	
Tennis Court: 1 per 6,000 pop.	Courts	1.4	0	1.4 needed	

Ophir-Newcastle Area: Park and Recreation Facility Standards and Deficiencies

Basketball: 1 per 6,000 pop.	Courts	1.4	(1)=.45 O.S., (1)=.45 N.S., (1)=.45 S.R.	meets standard	
Hardball Field: 1 per 3,000 pop.	Diamonds	2.8	0	2.8 needed	
Softball Field: 1 per 3,000 pop.	Diamonds	2.8	(2)=.9 S.R.,	1.9 needed	
Trails-Pathways 1 mile per 1,000	Miles	8.5	0	8.5 needed	
Youth Soccer: 1 per 2,000 pop.	Fields	4.2	(1)=.45 N.S., (1)=.45 S.R.	3.3 needed	
Adult Soccer: 1 per 2,000 pop.	Fields	4.2	0	4.2 needed	
Golf Course: 1 per 50,000 pop	Courses	.17	0	.17	

1. Ophir School=O.S.; Newcastle School=N.S.; Secret Ravine School=S.R.
2. Facilities on school grounds are counted at 45% of required total

Section VI

Organizational Options and Recommendations

A) Introduction

Once a long range plan has been designed to deliver future park and recreation services to South Placer County, including the Town of Loomis, consideration is needed on how to organize an institutional arrangement suited for the on-going management of that program. Because the study area is organized by zones, it is necessary to consider organizational alternatives that can also be adopted by zone. There are also a variety of client groups involved in recreation services within the study area. Those groups need a mechanism that will serve to maximize their effectiveness, improve their efficiency and maintain participation in the decision making process so they can obtain the assistance needed for their unique and distinct requirements. Finally, consideration must be given to organizing the zones within the study area either separately or in combination.

There are at least seven viable choices available to organize a park and recreation program. These are listed below and described in more detail immediately following the listing. As the reader examines these choices it is important to bear in mind the conditions set forth above: form an institution that assists local groups to perform their efforts better without necessarily adopting a procedure or process that is uniform throughout the study area. The choices that are available can be listed as follows:

- Form a New City
- Form a Multi-Purpose Special District or Community Services District
- Annex to the Auburn Recreation District
- Form a Joint Powers Authority
- Form a County Service Area
- Form a Non-Profit Corporation
- Form a Single Purpose Special District

On the immediately following page is a matrix designed to array all these choices against a set of criteria intended to measure acceptability for each. The criteria are designed to allow a "Yes" or "No" answer. Each yes vote represents a score of "1." Some answers are uncertain and scored as a "maybe" which represents a score of on half.

Based upon this matrix, which admittedly tends to oversimplify comparison between choices, the preferred choice is to form a new, independent special district with the single purpose of park and recreation responsibility.

Following the matrix is a narrative discussion of each alternative which presents in a more detailed form some of the pros and cons for each.

Table 6.1

Composite of Alternative Organizations and Measures of Feasibility
September, 1997

Alternative	Criteria								Total "Yes" Factors	Comments
	Directly Elected Board	Taxing Authority	Public Support for Concept*	Can Charge Impact Fees	Can Contract for M & O	Local Experience with Alternative	Can Assume Regional Park Operation	Election to Form		
New City	Yes	Yes		Yes	Yes	Yes	Yes	Yes	7	Merits/demerits extend beyond
Community Svs. District	Yes	Yes		No	Yes	No	Yes	Yes	5	If considered, functions should
Annex to ARD	Yes	Yes		No	Yes	No	Possible	Maybe	3½	Not appropriate for entire study
Joint Powers Authority	No	No		No	Yes	No	Yes	No	2	May over-burden existing agencies
County Svs. Area	No	**		No	Yes	Yes	Unknown	No	2	Not practical for Placer County
Non-Profit Corporation	No	No		No	Yes	No	Possible	No	1½	Can be important help to
Independent District	Yes	Yes		No	Yes	Yes	Yes	Maybe	5½	Is recommended

* To be completed following survey

** Limited authority subject to Proposition 218 adjudication

Table 6.2

Summary Table of Financing Options
September, 1997

<i>Type of Financing</i>	<i>Criteria</i>					<i>Comments</i>
	<i>Vote Required</i>	<i>Applies District-wide</i>	<i>Used by Other Park Districts</i>	<i>Needed Before Formation</i>	<i>Earliest Date \$ Available, if OK'd</i>	
Mello-Roos Act*	2/3	No	Few	No	1999-00 FY	
Landscape & Lighting Act	2/3	No	Many	No	1998-99 FY	
General Obligation Bonds	2/3	Yes	Few	No	1999-00 FY	
Revenue Bonds	No	Yes	No	No	1998-99 FY	
Marks-Roos Bond Pool	No	No	No	No	1999-00 FY	
Certificate of Participation	No	Yes	Yes	No	1998-99 FY	
Development Impact Fees	No	Yes	Yes	No	1998-99 FY	
Public-Private Venture*	No	Yes / No	Yes	No	1998	
Parcel Fee*	2/3	No	No	No	1998-99 FY	
Special Tax*	2/3	No	No	No	1998-99 FY	
Grant / Foundation Aid	No	Yes	Yes	No	1998	

* May be used for maintenance and operation; all others limited to capital improvements.

1) Form a New City

City formation is an option for all of the study area except for Loomis which is already incorporated. A city, by law, is authorized to perform many functions of which park and recreation is only one. A city has directly elected representatives, has more fiscal powers than other listed options and can organize zones or neighborhoods for direct service delivery.

However, because a city has multiple purposes, it is not well suited for the relatively narrow scope of this study: park and recreation management. While voters might rally for a single purpose organization because of a common bond between them — such as sponsorship of youth sports groups — that unity is not likely for formation of a multi-purpose agency like a city that deals with land use planning, roads, drainage, utilities, law enforcement, transportation, fire, redevelopment and other functions.

Additionally, the legal, policy and financial analysis required for a city formation to be considered by the Local Agency Formation Commission (LAFCO) extends far beyond the parameters set forth for this study. Incorporation may be an option but *does not warrant further consideration at this time.*

2) Form a Multi-Purpose Special District or Community Services

District

The most common type of multi-purpose district is a Community Services District (CSD). Two such districts operate in El Dorado County and provide park and recreation services. Although other functions can be undertaken by law, these districts have not exercised that option.

A CSD cannot include territory within an existing incorporated area. This means that the Town of Loomis could *not* be included within a CSD should one be formed for the remainder of the study area. The Town could contract with the CSD to provide services desired by the Town, but the need for coordinated planning and implementation of recreation services, uniform financing of area-wide programs and services could be important constraints that limit the usefulness of this option.

A CSD has limitations on revenue sources. Any share of property taxes currently collected is not possible. An allocation of future property taxes can be made but only for that portion of the tax roll added from future value changes. The present tax base is frozen for existing agencies. Impact fees can be recommended for use but only the county can adopt such fees. The principal source of funding for a CSD would have to be fees for services and transfer payments from other government agencies contracting for services or programs.

A CSD is not recommended at this time.

3) Annex to the Auburn Recreation District (ARD)

The ARD serves the City of Auburn and unincorporated area northwest and south of the city. The north boundary of the Ophir/Newcastle-Newcastle planning area adjoins the ARD. It is possible, therefore, that all or part of the study area project could be annexed to ARD. If the ARD Board of Directors was interested in expanding their service area, they would need first to revise the ARD Sphere of Influence and seek approval for that revision from the Placer County LAFCO. Following that step the district could either initiate annexation proceedings itself or property owners within the area to be attached could petition to start proceedings. An election to approve annexation is required if more than 50% of owners within the proposed attachment protest the annexation proceedings at a public hearing called to consider the issue.

If an election is held, a simple majority is all that is required.

The ARD has an established property tax allocation which could be collected from the new territory added to it if the annexation is approved by voters. The ARD also charges non-residents a higher use fee for district facilities/services than the adopted schedule of fees. This additional user fee cost would be saved for annexing property occupants.

If ARD was to consider any annexation it would seem highly appropriate to exercise a provision in state law that permits establishment of zones for board members so that the newly attached area would be represented on the board of directors. It has not been possible to determine if the ARD would be willing to consider annexation of any part of this study area. Such determination is essential, however, before considering this as a possible approach to future organization.

Following completion of this study, it would be timely for the advisory committee for this study to solicit a formal inquiry from ARD regarding their interest in future expansion that could include all or part of this study area. If the ARD was so interested and the advisory committee desired to proceed with this alternative the earliest that electoral action could be taken on the issue would be during 1998. This time delay is necessary to allow full review of this report, decision making by the ARD, preparation of sphere of influence changes and preparation for an election.

No recommendation is made on this alternative at this time pending further information from the principal parties involved.

4) Form a Joint Powers Authority

State law permits two or more public agencies to form a Joint Powers Authority, or JPA as it will hereinafter be referred. (See Appendix B, page A-2 for a more detailed description of this approach to governance for local programs.) The action to form a JPA actually establishes a new and separate agency of local government. That is, the signers of the agreement formally create a separate agency that must have its own budget, staff, organization, plan and records. The organizers are represented on the JPA, but the Authority is a distinct entity unto itself.

For example, Placer County and the Town of Loomis could form a JPA for park and recreation purposes. The Board of Supervisors and the Town Council could appoint one or two of their members to serve on the JPA governing board.

Or, as another example, the Town of Loomis and one or more school districts could organize a JPA to which each organizing agency would appoint one or two of their board members to serve on the JPA board of directors.

Once these agencies have acted to form the JPA, the new Authority is then able to adopt rules, regulations, budgets and work plans for those responsibilities assigned to it. In this case the responsibility would be to carry out the master plan that has been prepared from this study and to serve as the mechanism to deliver services as needed by the constituent groups and organizations within South Placer County.

A JPA has the same powers and authority that either of the formation entities have separately. The benefit of acting together through a JPA is conservation of resources, avoidance of duplication, improved efficiency and minimizing risk of liability related to those programs undertaken by the JPA.

There are negative considerations involving formation of a JPA. For one, the JPA continues in place only so long as its members agree to do so. This can limit continuity. Whereas a district organized by voters must be dissolved by voters, the JPA can be discontinued by unilateral action of one member agency. For another, the JPA is entirely dependent upon budgetary support from its members annually. Thus, a member could continue to support the JPA but not provide funding or reduce the funding contribution to a point of non-functioning by the JPA. Finally, the JPA does not in and of itself have a direct constituency. The member agencies creating the JPA must represent their own constituencies to the JPA decisions that are made. If the representatives assigned by a public agency to serve on the JPA are not fully committed to the purpose of the JPA or are unable to attend meetings because of other conflicts, then the special needs that resulted in JPA formation may not be satisfactorily achieved.

Once a JPA is formed, usually by resolution of the agencies creating it, no election is required. No taxing powers exist for the JPA and the only revenue sources are user fees, impact fees for new construction, state and federal assistance and transfer payments from contracting agencies. The JPA can employ its own staff or contract with one of the organizing members to provide that service.

Funding of JPA operations requires the same budget procedure common to local government: a request prepared by staff and submitted to the formation agencies; hearings by those agencies; appropriation to the JPA following budget adoption by the formation agencies. A JPA can be terminated in the same way it was organized, by action of the governing board that formed it. No vote is required. Assets and liabilities of the JPA must be apportioned in an acceptable manner when the JPA is terminated.

In the case of this study area, any number of combinations are possible to form a JPA that would assume responsibility for carrying out the purposes of park and recreation for the South Placer County area. For example:

- Loomis and County only
- Loomis, County and Placer Unified School District
- Loomis, County and one or more elementary school district(s)
- Loomis and one or more elementary school district(s)
- ARD, Loomis and County

Other combinations are also conceivable, depending entirely upon the policy position of the formation agencies and the public support received.

It is reasonable to anticipate that if the Town of Loomis and Placer County agreed to formation of a JPA that the respective parks operated by the town and county could be delegated to the JPA for operation and maintenance. Similarly, if one or more of the school districts now contracting with the Town of Loomis for joint use of recreation facilities were to agree to JPA formation, the joint use of those same facilities could be continued.

Although a JPA has several meritorious considerations, there are distinct disadvantages. During this study, it was learned that a high degree of interest in park and recreation activities exists. This level of support requires a forum and deserves attention by elected local officials. A JPA tends to lessen direct involvement.

It is believed that this issue and other disadvantages outweigh any benefits and, therefore, ***formation of a JPA is not recommended.***

5) Form a County Service Area (CSA)

Placer County has utilized the county service area opportunity frequently. It has been customary to form a CSA concurrently with approval of a new subdivision. The CSA imposes an annual parcel fee to meet the cost requirements of the services assigned to it. Usually, these services encompass road maintenance, street lighting, drainage, landscape maintenance and the like. Last year California voters amended the Constitution regarding the use of parcel fees to pay for services. Rather, a better approach is for small groups of property owners desiring specific services form a CSA for that group of properties. This cluster approach can be successful as it is tailor made for specific needs. ***A County Service Area is not recommended.*** These new procedures pose serious constraints to use of an area wide CSA.

6) Non-Profit Corporation

This alternative represents a non governmental approach to the delivery of park and recreation services. There are examples of non-profit corporations being formed to provide recreation services. One such example can be found in Shingle Springs where several sponsors of youth sports organized a non-profit corporation with each sponsor serving on the board of directors.

The corporation is in the process of raising funds from the community, gathering support from volunteer workers and constructing a multiple purpose outdoor sports complex. The facility is to be built upon land owned by El Dorado County and leased to the non-profit corporation for \$1 per year. Maintenance and operation is to be paid for by the several organizations forming the corporation.

Still another option to consider if this alternative is favored is to contact the Boys and Girls Club of Sacramento to determine their interest in forming a branch for Placer County or extending their Sacramento operation to the study area. Recently the Boys and Girls Club in South Lake Tahoe became an active operator of several recreation functions previously managed by the city. The privatization of this recreation function seemingly is working well there and may offer a model for all or part of the study area.

There are other communities in California where this approach has been successful. There are several important limitations, however, which must be noted for the study area in Placer County. One, this study area is much larger in size than any area served by a non-profit corporation up to this point. There are over 60,000 acres proposed to be served from the formation of an entity responsible for parks and recreation services. This is an area larger than the cities of Rocklin and Loomis combined. It is believed that the geographic size and the multiplicity of needs works against a single corporation being successful. Two, the corporation lacks eligibility for state or federal grant assistance. Three, there is no assurance that the Town of Loomis or Placer County would be willing to contract with such a corporation to maintain and operate existing parks. Four, a non-profit corporation has no ability to collect taxes or receive impact fees from development that should contribute to the cost of new facilities.

The concept of a non-profit corporation has considerable merit, particularly in this era of tax poor public agencies and a desire by the public generally to lessen the use of government agencies to provide services. Formation of this type of non-profit corporation offers a number of flexible options. For one, it could be contracted only with the Town of Loomis. For another, it could be contracted only with the county to perform specific functions pending evaluation of effectiveness and market acceptance.

Or, the corporation could be assigned limited functions while the county continues its present responsibilities for maintenance and operation of the regional parks. In this kind of limited functional responsibility the non-profit corporation, for example, could be assigned grant application and management and coordination of volunteer services. As capability of the corporation expands it could be delegated contractual responsibility for other functions such as trail maintenance and park care and custody.

It is, therefore, recommended that this option be reserved for possible use as an alternative to District formation.

7) Form a Single Purpose Special District

This option is to do what has been done in Auburn — form a special purpose district dedicated to one function: parks and recreation. Indeed, the model that can be used for consideration as to appropriateness for the study area is the Auburn Recreation District. State law permits formation of a district exclusively for the purpose of achieving park and recreation needs. The law permits such a district to include one or more cities. And the law also permits the district to be formed either by declaration of the Board of Supervisors and the Town of Loomis or by an election submitted to voters within the boundaries of the proposed district.

Estimated cost to conduct an election on formation for the entire study area is \$22,573, assuming the election is held in June or November of even numbered election years. A special election could cost \$90,292. LAFCO and election costs should be repaid to the County if voters approve formation:

LAFCO Fees	\$ 4,496	
Environmental Documentation	3,190	
Maps and State Board Filing		4,200
Board of Supervisors Hearing Cost	1,136	
General Election Costs*	<u>22,573</u>	
<i>Total</i>	<u>\$53,672</u>	<i>total area</i>

*Special election costs are \$90,292 for a total cost of \$103,314 for items shown.

There were four zones developed for the study area. If an election was to be held for one or more zones, a different election cost would result as shown below:

<u>Zone</u>	<u>Location</u>	<u>Number of Voters</u>	<u>Election Costs</u>	
			<u>General</u>	<u>Special</u>
1	Granite Bay	11,309	\$11,309	\$45,236
2	Loomis	3,779	3,779	15,116
3	Horseshoe Bar-Penryn	3,958	3,958	15,832
4	Ophir/Newcastle	3,527	3,527	14,108

State law provides that such districts shall have five board members, either appointed or elected. The board members may be elected or appointed by district or elected or appointed at large within the district. If one or more cities are included within the boundaries of the district, the law requires that the composition of the board reflect the population accordingly. For example, if a district is formed for the area involved in this study, it would include the Town of Loomis. In that event, the governing board must reflect a proportionate number of persons within the city and the unincorporated area. In the South Placer study area, there is a population of approximately 30,000. The Town of Loomis has about 7,500 population. This means that the Town would be entitled to one member of the board with four members for

the unincorporated area. If the district is formed without election, the Town Council must also agree with the formation resolution and subsequently the Town Council is responsible for appointment of one member; the county would appoint the other four members.

The law provides that a park and recreation district can employ staff or contract with an existing local government to provide staff. The district can enter into agreements with existing governments or with non-profit groups (such as a foundation). The district can own property, set rules and regulations for the use of recreation facilities, establish user fees that do not exceed the cost of providing service, apply for state or federal assistance, prepare long range plans to deliver service to its residents and do whatever is necessary to carry out those plans.

Prior to 1978, the law allowed a park and recreation district to set a property tax rate not exceeding 60 cents per \$100 assessed value. However, the amendment to Section XIII of the Constitution approved in 1978 eliminated that opportunity. Any tax rate on property value requires approval by 2/3 of the voters at a general or special election. Similarly, as a result of Proposition 218 approved in November, 1996, any special tax or assessment of property also requires approval by 2/3 of the voters at an election.

It is certainly possible that a park and recreation district could be organized without any taxation power being authorized. This would, of course, mandate the district to utilize every resource available to it in order to perform those functions that the law assigns to this type of district. However, it is the view of this consultant that such a method of operation is not only possible, but that it is the only way to proceed if the district is to become functioning and operational.


Voters have consistently demonstrated reluctance to authorize funding for local government without clear and unmistakable identification of how the funds are to be used and only after the agency seeking funds has established an excellence of trust, confidence and reliability. This level of trust cannot be wished into being. It must be nurtured and cultivated. If a special district is formed for South Placer County, the board members must earn voter respect. This can be done through maximum use of volunteers and by establishing working agreements with school districts, the Town of Loomis and Placer County.

Public confidence can also be established with leadership from the board of directors that brings together the many recreation sponsors in the study area that are asking for help in improved scheduling of fields, access to managed sports programs, coordination of diverse efforts now taking place and added efficiencies above what the sponsors can do on their own. Simply stated, the district can and should build a coalition among present recreation users and providers, build on that base to improve services and maximize use of existing resources. Communities that want special levels of service are able to work with the district to either form a small zone of benefit in which assessments are levied or a special tax per household for specific, designated purposes.

Within the study area is a non-profit foundation (The Loomis Basin Park and Recreation Foundation) and the Dry Creek Conservancy. The latter is dedicated to establishing

easements and ownership in fee for open space lands (such as floodways, wetlands, etc.) that could also serve as recreation resources. These two organizations lack opportunity to access grants that become available from time to time or to work together for common purposes. Formation of a park and recreation district opens up the opportunity to achieve this important objective through a distinct public agency with continuity, authority and a broad base of citizen support.

A district is in a strong position to work out a joint venture with the Sierra Community College for the purpose of implementing long term recreation objectives of the College as well as several of the programs offered for consideration by the district. Finally, the State of California is planning a state wide bond measure to finance local park and recreation needs at the next general election. If a district exists prior to the offering of that measure to the voters, and if the voters support it, then South Placer county would be eligible to apply for these bond funds which would greatly assist achievement of the goals and objectives set forth for it to accomplish.

It is strongly recommended that the Board of Supervisors and Loomis Town Council jointly adopt resolutions ordering formation of a park and recreation district for the study area. 

Other Choices

At least one option should be considered before proceeding to organize the new district. That option is to create a district boundary that is smaller than all of the study area. Public opinions taken during the study showed strongest support for a new district and financing for its programs to be within Loomis and a surrounding zone—Horseshoe Bar-Penryn. It is possible to establish a new district for this smaller area, gain voter approved financing and develop a services delivery program that could become a model. Depending on the success, it is possible other geographic areas could annex to the district. If this alternative is followed, Placer County will be limited in the number of contract agreements that can be arranged with the district and implementation of recommendations in this report will be delayed.

B) Conclusions

It is our belief that the most appropriate and preferred alternative is: *form an independent district.*

This alternative has a number of compelling advantages:

- A single entity responsible for carrying out one service function.
- The district can be designed to serve all or part of the study area.
- Permits board members to be appointed or elected by zone to reflect community interests.

- Provides a means of transferring the existing high degree of citizen support into a mechanism that can maintain continuity of programs and solve unmet needs.
- A district can start with recreation programs and later expand for park programs, if and when needed.
- It has authority to establish tax revenues if needed and has a wide range of possible funding sources available to it that have been shown to work in other counties.
- Can develop local leadership to win state and federal assistance and private sector foundation support.
- It can implement the strong public support shown for open space preservation.

It is believed the citizen participation that preceded this study and became an integral part of it is a tangible asset that cannot be overlooked. This participation is a dynamic, responsible and vital force. It is essential if public programs are to succeed. The formation of a district can link the citizen dynamics with a governmental tool to bring to fruition the hopes and dreams of the communities represented by supporters of various recreation activities and programs.

We recommend as follows:

1. Option A: Placer County work with and assist these citizens by helping organize district formation.
 - The district be called the South Placer Park and Open Space District in order to reflect voter opinions within the study area and to identify opens space preservation as a primary benefit to district residents.
 - Placer County and Town of Loomis jointly petition to the Local Agency Formation Commission (LAFCO) to organize the district using either the entire study area as a boundary for the district or a smaller area including the Town and the Horseshoe Bar-Penryn MAC area.
 - The district be governed by a five member board appointed by the Town of Loomis and the Board of Supervisors to represent proportionately the territory served by the district.
2. Option B: The Town of Loomis and the Board of Supervisors proceed to form a non-profit corporation to begin organizing a recreation and open space program pursuant to the study recommendations.

3. Option C: Conduct a district formation election at the earliest date possible and combine it with authorization to levy a special tax to finance district services.

We do not believe that formation of a district, in and of itself, will be the "cure all" that will achieve the needed park and recreation programs and services described elsewhere in this study. We strongly urge that District formation be considered as only one leg of a three legged stool to support a park and recreation program. The other two legs of the stool being the many sponsors of recreation programs within the study area and the public agencies (school districts, Town of Loomis and Placer County) who have a responsibility for some form of park and recreation services.

On page VI-14 is a diagram that we believe graphically portrays the partnership concept being described on these pages. The partnership can set goals and objectives and working together in the strongest sense of collegiality, this organization can evolve into a successful, adequately financed and viable service organization that could become a model for others to copy.

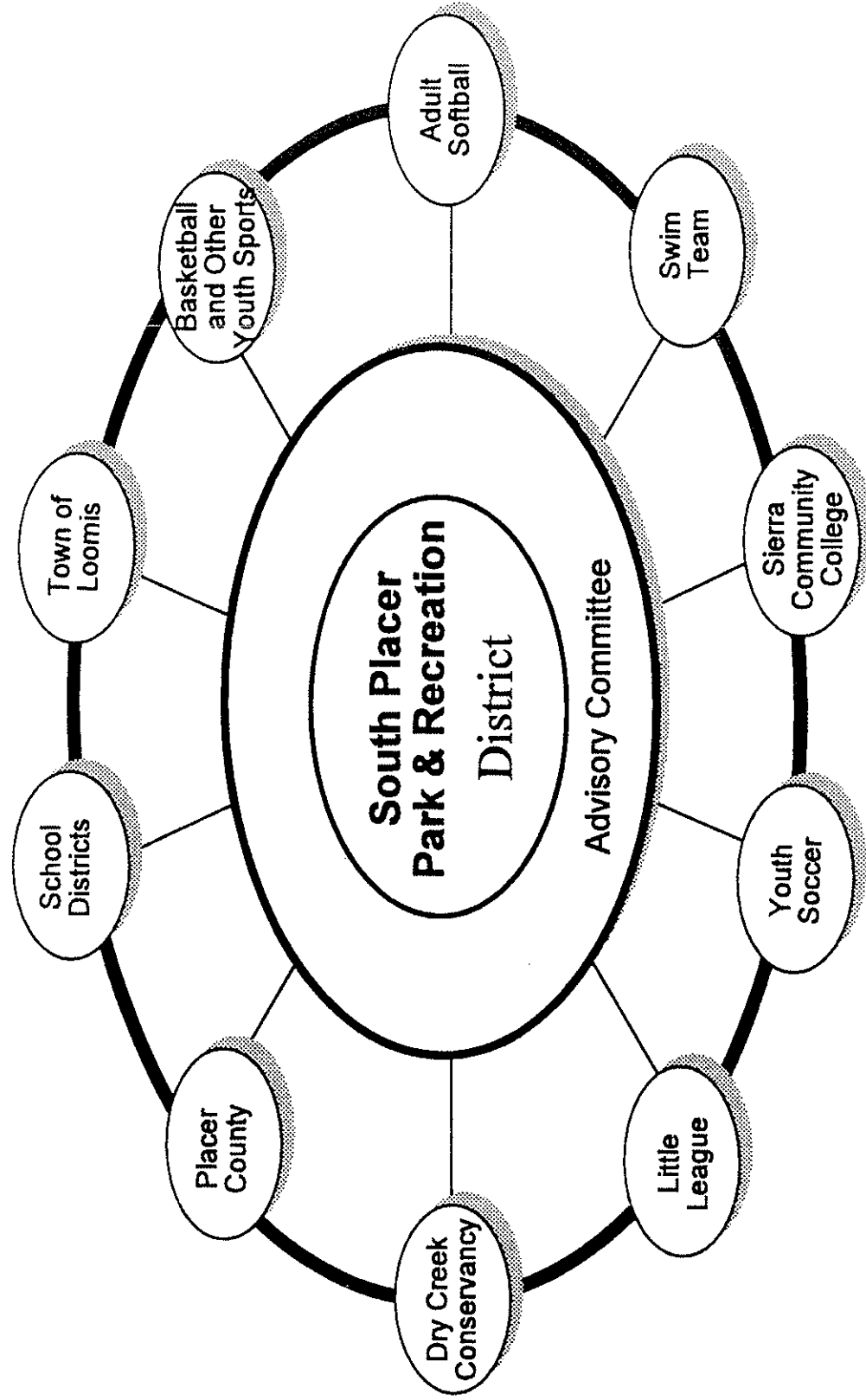
C) Summary of Organizational Options

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|-------------------------------------|--|
| <i>Preferred Alternative</i> | <ul style="list-style-type: none">■ Form a South Placer Park and Open Space District for the entire study area■ Provide for a five member, elected Board of Directors■ Designate Zones for each Director■ Seek voter approval for formation |
|-------------------------------------|--|
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|----------------------------------|---|
| <i>Second Alternative</i> | <ul style="list-style-type: none">■ Form Park and Open Space District for study area or only for Loomis and Horseshoe Bar-Penryn study areas■ Provide five member, elected Board■ Designate zones for each Director■ Seek voter approval for formation and financing authority |
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| <i>Third Alternative</i> | <ul style="list-style-type: none">■ Organize not-for-profit corporation to serve recreation needs in a target area of community support■ Use corporation to achieve unmet needs and later transition to a district based upon corporation successes■ Form Board of Directors from representatives of sponsoring recreation services and programs (youth sports, Loomis Foundation, etc.) |
|---------------------------------|--|
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Joint Venture: South Placer Park & Recreation Partnership



one vote for each acre or portion thereof that such landowner owns within the territory of the proposed IFDS.

A majority vote of at least 2/3 is required as a condition to approval of the infrastructure financing plan and formation of the IFDS by ordinance passed by the legislative body of the entity creating the IFDS. If less than a 2/3 vote in favor of the IFDS is cast, then the legislative body is barred from taking action on the IFDS for a period of at least one year from the date of the election.

If the formation of the District is approved, Section 53396 of the IFDS Act provides for the method and formula for allocating incremental tax revenues to be levied and collected within the IFDS.

The proposal to issue Bonds of the IFDS must be submitted to a vote in the same manner as required for formation of the IFDS, and the IFDS Act permits the two elections to be consolidated. Bonds may be issued for the IFDS only if 2/3 of the voters voting on the proposition to issue bonds cast their ballots in favor of issuing bonds for the IFDS. If the issuance of bonds is approved by at least a 2/3 vote, the legislative body of the entity creating the IFDS may proceed with the issuance of bonds in the manner provided by the IFDS Act.

Incremental tax revenues generated within an IFDS may be used on a pay-as-you-go basis to finance the cost of public improvements, may be accumulated for up to five years to provide such financing, or pledged and applied to the payment of IFDS bonds issued to finance such infrastructure. The IFDS Act further provides for significant flexibility in allowing two or more public financing alternatives, including that available under the IFDS Act, to be used in tandem and to compliment one another. This is achieved by the provisions of the IFDS Act which authorize incremental tax revenues to be applied to debt service for 1915 Act assessment bonds and Mello-Roos special tax bonds, if such bonds were issued solely for the purposes of the IFDS, and to be advanced for the allowable purposes of the IFDS which are to be achieved through the use of an Integrated Financing District pursuant to Section 53175, et seq., of the California Government Code.

Advantages:

- Allows use of property tax increment without finding blighted conditions.
- Can benefit multiple public agencies.
- Avoids some complexity of redevelopment agencies.

Disadvantages:

- Untried to date; no track record.
- Will require judicial validation.
- Requires steady growth of property values.

3.0 BOND FINANCING PROGRAMS

3.1 GENERAL OBLIGATION

This is a bond whose interest payments and ultimate repayment are backed by the full faith, credit and taxing power of the issuing state or local government. Most general obligation bonds are used for the acquisition, construction or improvement of real property for the public good. The bond issuer has the authority to levy an ad valorem property tax to pay for the bond issue.

Advantages:

- Most secure type of municipal bond for lenders.
- The lowest cost financing available.
- Do not require reserve funds and they are not subject to Gann spending limits.

Disadvantages:

- Requires 2/3 majority vote of local electorate.
- Requires long time-frame to implement the bond issue.

3.2 LIMITED OBLIGATION BONDS

Limited obligation bonds are used for the same uses as general obligation bonds. However, the primary difference between the two is limited obligation debt only requires a limited pledge of property, sales or other tax revenues. These types of bonds still need a 2/3 majority voter approval for implementation.

3.3 REVENUE BONDS

Revenue bonds is an issue backed by revenue generated from the operation of the project being financed, such as a toll road or industrial facility. Many private-activity bonds are revenue bonds. Revenue bonds can be issued by a city, county, utility districts, or a special district for the construction of public capital facilities.

Advantages:

- They allocate costs to service users.
- Generally not subject to Gann spending limits.
- Promote administrative efficiency because the only revenue source is the user fees; not additional tax levy.

Disadvantages:

- User fees typically ignore marginal cost differences between user/areas.
- They place costs of improvements on existing as well as new users.
- A majority of area voters is required for the bond issue.
- If revenue bonds are used to finance water supply systems, the user fees are based on a descending scale, resulting in lower per unit costs for higher-capacity users.

3.4 LEASE REVENUE BONDS

Lease revenue bonds are usually issued by public entities, non-profit organizations with the power to issue the bonds. The proceeds for the bond issue are used for public facilities and types of equipment used for the issuers operations. The maximum interest rate for lease revenue bonds is 12%. The issuer of the bonds makes periodic lease payments for the acquisition of a facility or equipment. The lease payment is then used to pay for the bond issue. If the issuer defaults on the lease payment, the property is then repossessed.

Advantages:

- Not subject to the Gann spending limits.
- Issuer owns the facility/equipment at the end of the term of the lease.
- Issuer may terminate the agreement at any time.

Disadvantages:

- Limited to property that must be depreciable and transferable.
- Lender security depends on the likelihood of default and reversion value of the property.

3.5 TAX ALLOCATION BONDS

Tax allocation bonds are set up to finance land acquisition, site preparation, infrastructure or capital improvements. The bonds are issued by the local Redevelopment Agency and carry a maximum interest rate of 12%. The revenue used to pay for the annual debt service is property tax increments from the new development. Tax increment earned from new affordable growth in sales tax and/or transient occupancy tax may also be used to redeem debt. Restrictions apply to property tax increment including a set aside reserve for low-moderate housing and negotiated agreements with other taxing entities to prevent fiscal hardship.

Advantages:

- Not subject to the Gann spending limit.
- No voter approval is required.
- No contingent liability to the city/county general fund for the bond issue.

Disadvantages:

- Can only be used for projects benefitting Redevelopment Project Areas.
- Tax increment revenues are typically shared with other taxing agencies.

3.6 *INDUSTRIAL DEVELOPMENT BONDS*

Under the California Industrial Financing Act, cities and counties are authorized to create industrial development bond authorities that can issue tax-exempt bonds to finance various projects. The following is a list of facilities that can be financed with industrial development bonds:

- | | |
|--------------------------|-----------------------------|
| ▪ Assembling | ▪ Fabricating |
| ▪ Manufacturing | ▪ Processing |
| ▪ Warehousing | ▪ Motor Carrier Terminals |
| ▪ Energy Facilities | ▪ Industrial Parks |
| ▪ R & D Centers | ▪ Day Care Centers |
| ▪ Visitor Accommodations | ▪ Energy-Related Facilities |

These bonds are sold both to assist private companies to construct, expand and relocate qualifying manufacturing facilities, in order to expand the local economy. If the project does not qualify for federal tax-exemption, then state tax-exempt bonds can be issued. Bonds issued under the California Industrial Financing Act are repaid solely by the private company, and no taxes or other public funds are obligated.

In addition, the California Debt Limit Allocation Committee (CDLAC) reviews all bond applications requesting small issue industrial development bonds. There are specific requirements for approval of this type of bond financing program. As a general rule, for every \$50,000 of financing, at least one job must be created. Project costs such as land acquisition, equipment, engineering and design costs, landscaping, construction, issuance costs, can be financed with bond proceeds. The maximum interest rate, fixed or variable, is 12%, while the maximum maturity for the bonds is 40 years. The size of the industrial development bonds range from \$1.0 million to \$10.0 million.

In addition, a letter of credit issued by a commercial bank is required, which the bank guarantees repayment of the loan if the private company defaults on the loan. A letter of credit will result in lower borrowing costs for the private enterprise and the highest bond rating of "AAA." The higher bond rating is possible because the quality of the bonds are now based on the letter of

credit, or the banks capacity to repay the defaulted loan. The following are three ways industrial bond issues are structured:

Lease Transaction: The city/county uses the bond sale proceeds to construct the facility and then leases the facility to the private company. The lease payments pay for the debt service on the bonds. A purchase option is available to the company at the end of the lease.

Installment Sale Agreement: The city/county uses the bond proceeds to construct the facility and sells it to the private company for a price which adequately covers the interest and principal on the bonds.

Loan Transaction: The bond proceeds are loaned to the company in order to construct the facility. The company then makes loan payments to the city/county to pay for the debt service.

3.7 SMALL BUSINESS POLLUTION CONTROL PROGRAM

The California Pollution Control Financing Authority offers this program to assist small businesses with a method of financing pollution control, waste disposal and resource recovery systems, in order to comply with state-imposed environmental requirements. The following is a list of approved projects that the bond proceeds can be used for:

- Land, interests in property, landscaping and other improvements.
- Buildings, fixtures and furnishings.
- Machinery and equipment.
- Architectural, engineering, surveying, permitting and other services.

The maturity on the bonds can be up to 15 years and the loan amount can range from \$200,000 to \$10,000,000. The issuance costs which can be included in the financing program is approximately 1.9% of total face value of the bonds. The application fee paid up front by the borrower is equal to 1/20th of one percent of the estimated project costs, which has a cap of \$5,000. The interest rate is based on the market interest rate comparable to a large "A" rated company. A letter of credit is required by a commercial bank, guaranteeing repayment of the loan. The time-frame is at least three to six months to complete financing, upon application approval.

3.8 BONDS FOR INDUSTRY

The Bonds For Industry Program is sponsored by the California Statewide Communities Development Authority (CSCDA), providing manufacturers with below market financing at tax-exempt rates. The bonds are exempt from both State and Federal income tax. The primary goal

of the financing program is to enable manufacturers to purchase land, buildings and capital equipment to expand their operations. Because the Bonds For Industry is a composite program that pools together issues for several borrowers, the borrowing costs are similar to a "AA" rated company. However, each borrower has a separate trust indenture and there is no cross debt responsibility between individual borrowers.

The time between pre-application and state approval for the bond issue, can range from one to two months, depending on the availability of required documentation. After state approval, the bond can be available within ten days. The entire process from the application to the state approval takes approximately 120 days.

- Stage 1: The CSCDA adopts a resolution approving the project at a public meeting.
- Stage 2: A public hearing is held in the local community where the project is constructed.
- Stage 3: Financial advisors work with borrower(s) in preparation of the State application.
- Stage 4: State reviews the project to determine if it meets the criteria for issuing bonds.
- Stage 5: Once State approval has been given, the Financing Team prepares all bond documents and works with each borrower to obtain a letter of credit from a commercial bank.
- Stage 6: After final documents have been signed, the bonds are sold by the underwriter and the funds are made available for draw down through the trustee.

Advantages:

- Bonds are assumable or transferrable to new business owner.
- No pre-payment penalties.
- Allows manufacturers to borrow at tax-exempt rates.
- Maturity of bond issue can be extended up to 30 years.

Disadvantages:

- Limited to manufacturing companies.
- Requires a letter of credit from a commercial bank.

3.9 MARKS-ROOS BOND POOLING ACT OF 1985

Marks-Roos bond financing programs are not instruments to pay for a specific project. They are a means to finance two or more projects that have repayment provisions such as a Mello-Roos district or an assessment district. Marks-Roos bonds can be issued through a joint powers authority such as a city and its redevelopment agency. There are two types of bond pooling agreements: 1) in a "blind pool", bonds issued by a joint powers authority where none or (very few) borrowers are identified at the time of the bond issue; and 2) a "dedicated pool" arrangement, where the specific borrowers or projects are identified at the time of the bond issue. The dedicated pool process is preferred.

The authority establishing the pool borrows tax exempt funds from private investors for the purpose of loaning funds. The pool has three years in which to commit loans. Each loan must be secured by independently financed provisions. A CFD or assessment district can guaranty loan repayment. Other techniques include land dedication; tax increment revenues; user fee revenues; etc.

Use of a pool for multiple capital projects stabilizes interest rates during planning time; reduces cost of issuance for each stand-alone project; reduces reserve requirements; and pays for administrative expenses.

Advantages:

- Locks in current and potentially lower interest rates when time comes for financing future projects.
- Loan service fees can be a source of additional revenue.
- Provides economies of scale by using Marks-Roos bonds to finance multiple projects.
- Can finance public or private projects.
- Provides important control measures for legislative body in land use management.

Disadvantages:

- Higher interest rates for loans from the pool may occur if interest in the general municipal market cost drops after the pool is established.
- Marks-Roos bonds are complex to administer.
- Secured projects may not materialize after pool is established causing pool redemption prematurely.
- May be perceived as fueling growth.

4.0 ALTERNATIVE FINANCING PROGRAMS

4.1 CERTIFICATES OF PARTICIPATION (COP's)

Public entities with leasing and borrowing powers use certificates of participation to finance the acquisition or construction of public facilities and equipment. A private party (lessor) will purchase a facility, land or equipment and the city/county (lessee) will make annual lease payments to the private party (lessor). This financing method has been used to acquire or construct major public projects such as administration buildings, public safety facilities, courthouses, detention centers, school buildings, parking garages, telephone systems, communication systems and computers. COP's can be used for a wide variety of equipment and facilities as long as the useful life of the equipment and/or building is longer than the payment schedule, each payment schedule is essentially equal, and the interest part of the total payment is disclosed.

For public buildings, the terms of the lease agreement specifically call for triple net obligation, with the private beneficiary responsible for all operating and maintenance costs, taxes and insurance associated with the project. The public agency is required to set aside funds in the general fund for payment of the lease payment. In order to earn an investment-grade rating from Moody's or Standard & Poor's, a considerable amount of insurance is required. The type of insurance coverage needed are the following: all-risk builders insurance, performance and payment bonds from the builders during construction, public liability and property damage insurance, fire, lightning and flood insurance, title insurance and rental interruption insurance.

Advantages:

- Not subject to Gann spending limit.
- Annual appropriation of lease payment from special fund.
- Issuer may terminate agreement at any time.
- Issuer owns facility/equipment at the end of term.

Disadvantages:

- Property financed must be depreciable and transferable.
- Lender security relies on public's need for essential service/facility to reduce risk of non-appropriation and default.
- Credit rating agencies generally rate municipal lease obligations because they are not backed by the full faith and credit of the public agency.
- Property owners may object to incurring debt without voter approval.

4.2 DEVELOPMENT EXACTIONS

Exactions are widely used by municipal governments and development agencies to finance public improvements and infrastructure. Exactions can take many forms such as money, land or construction services and materials. Exactions are provided by the developer to a public jurisdiction such as a city. Historically, exactions have included mandatory land dedications for rights of way, parks and cash payments in place of land. In recent years, exactions have been expanded to include donations of specified facilities such as intersections and roads near the proposed development, addition of low-income housing units to the development project, impact fees and taxes.

Municipalities such as cities negotiate with the developer, forming a "development agreement" or "negotiated exaction." Cities usually will increase the developer's contribution to expanding public infrastructure systems, by increasing the size of the exaction the developer is required to provide. Exactions may either be offered voluntarily or negotiated individually with each developer when a project may be delayed or even rejected for the need of supporting infrastructure or recreational facilities. Furthermore, cities will even impose various exactions on the developer by delaying rezoning or refuse to issue building permits for the project. In other words, the exaction is the cities bargaining chip to have the developer meet various development requirements for a particular area of the city. Cities have even gone so far as to use annexation agreements to extract developer concessions. For example, the city could refuse to annex a given parcel(s) unless certain conditions of infrastructure needs are met and other contributions to the community as well.

The reasonableness standard is used to determine what types of infrastructure can be financed with exactions or development fees. The following are three measures of reasonableness:

- Whether the need for infrastructure is specifically and uniquely attributable to the new development.
- Whether there is a reasonable relationship between the public need and the conditions imposed on the developer.
- Whether the exaction or fee would be used to the benefit of residents of the new development, i.e., rational nexus law.

The rational nexus criterion is the current basis of development fees and exactions. The new development does not have to be the only one that benefits from a facility. What is important is that the revenue or land be used to the benefit of those who pay the fee or make the dedication.

Advantages:

- Allocates costs to benefitting developments at no direct cost to city/county.
- Not included in local spending or tax limits.
- Can be phased with developments requiring services.

Disadvantages:

- Projects are buyer-financed at private interest rates via mortgages and rentals.
- Increases costs of new housing and commercial development which may impact feasibility of the development.

4.3 DEVELOPMENT FEES

In place of direct exactions, a growing number of communities are requiring payments of impact or development fees. These fees are intended to compensate the community for extra costs for a wide variety of public improvements and infrastructure directly benefitting new development. These type of fees, also known as "pay as you go", are usually paid at the time of the building permit. The proceeds from the fees are then placed in a fund designated for construction of certain facilities. Development fees have advantages and disadvantages similar to those of exactions.

Advantages:

- Allocates costs to benefitting properties or new development at no direct cost to public agencies.
- Not included in local spending or tax limits.
- City/county can use them to encourage certain types of development.

Disadvantages:

- Increases costs of new housing and commercial development; may impact feasibility of development.
- May be difficult to generate sufficient revenues prior to need for improvements.
- Fees must be linked to need for services created by new development, requiring supporting studies.
- Special districts (such as fire districts) cannot adopt these fees; only the county in which the district is located.

4.4 COMMERCIAL PAPER

Commercial paper may be used instead of or combined with short-term paper notes to provide short-term borrowing needs to cover cash-flow deficits. Commercial paper is an unsecured short-term maturity of one day to nine months. Average maturities range between 20 and 40 days. Commercial paper is usually repriced every 30 to 60 days to keep interest rates current. Unlike other tax-exempt bond or notes, tax-exempt commercial paper requires some external support such as line or letter of credit from a commercial bank.

The same ratings that apply to corporate commercial paper, apply also to municipal commercial paper. In addition, the credit rating agencies base their rating on the information in the *Issuing Statement* and the revolving credit agreement. All the parties involved in the commercial paper agreement are the same for tax-exempt bond issue comprising of the underwriter, bond counsel, trustee, counsel to the marketing agent, counsel to the bank issuing the revolving credit line and marketing agent.

Advantages:

- Excellent short-term interest rates.
- Elimination of cash-flow deficits.
- No bond election is required.
- Interest earned on the investment of the proceeds may be used for any purpose.

Disadvantages:

- High cost of issuance.
- Requires extensive time to administer.
- The first maturity must occur after the maximum cumulative cash-flow deficit occurs.
- A No-Arbitrage Certificate must be issued at each reinvestment cycle.

4.5 PRIVATE OWNERSHIP

Privatization of public facilities and services is increasingly considered as a serious alternative to public ownership. Most often the term is applied to situations where services are provided by a private firm under contract such as waste disposal services. Relatively few local governments have encouraged the construction of public facilities by private owners with the exception of stadiums and convention centers. Private ownership usually is in the form of some type of sales-leaseback arrangement. For example, a city could contract with a private enterprise to build a bridge. The city would then pay rent for the use of the bridge while the private firm was able to realize tax advantages of the lease arrangement. The private firm gains tax advantages of writing off investment tax credits.

The Tax Reform Act of 1986 placed additional restrictions on the amount the federal government will subsidize private development through the use of tax-exempt bonds. For example, under the new law, state and local governments can continue to issue, tax-exempt, both public-purpose and certain kinds of private-activity bonds. Private-activity bonds that meet federal eligibility requirements, however, fall under ever-tightening caps on the volume that can be issued by all cities or counties. Finally, profits from buying higher interest rate bonds with the tax-exempt bonds now have to be tracked in detail, with any profits rebated back to the federal government.

4.6 PUBLIC-PRIVATE VENTURE

The partnership between the government and private enterprise allows the exchange of services and benefits for the good of both parties. Public-private ventures can take several forms. For example, private partnership may be active, involving direct private investment and administration of an ordinarily public responsibility, or passive through the purchase of certificate of participation. In addition, public-private ventures may be used for facilities serving both private and public purposes. An example would be a privately financed sports arena with publicly funded parking facilities and road improvements. The government would finance the portion of the project eligible for tax-exempt debt (roads, water, sewer), while the private partner secures the taxable debt for the arena itself. The Tax Reform Act of 1986 restricted the use of tax-exempt bonds to facilities used entirely for public purposes. Through public-private ventures, the government can finance the portion of a project eligible for tax-exempt debt, while the private partner secures the taxable debt.

Advantages:

- Coordinated financing and construction of a joint venture can reduce costs.
- Allows local governments to free municipal resources to provide needed services at the lowest cost to the public.

Disadvantages:

- Public-private ventures are usually time consuming and complicated.

4.7 *RURAL ECONOMIC DEVELOPMENT INFRASTRUCTURE PROGRAM (REDIP)*

The REDIP program was created to assist municipalities in financing public infrastructure improvements in order to accommodate the retention and expansion of businesses. The State of California loans or grants funds to municipality for the following uses:

- Wastewater and water treatment plants and collection lines
- Roads, streets and highways
- Bridges
- Storm drains
- Curbs, gutters, sidewalks

The private development served by the infrastructure improvements must be a manufacturing, service, production, assembly, warehousing, research and development or industrial distribution facility. The loans have no equity requirements and loan is amortized over 15 years. The interest rate is approximately 7.0%, with no deferral of interest or principal. Repayment at other than standard terms are possible depending on the borrower's financial situation.

Priority will be given to projects which create permanent private sector jobs in communities with high levels of unemployment and declining resource-based economies. The unemployment rate must exceed 130% of state's average and the poverty rate must surpass the state average as well. Also, a significant job creation for displaced or laid-off workers should occur as well. Finally, program monies will leverage other public/private financing. For every \$50,000 of grant funds, one job must be created.

Advantages:

- Low interest rate cost generally one-to-two points below the prime rate.

Disadvantages:

- The state office usually runs out of state funds to allocate during the first three months of each new year.
- State processing time for applications is somewhat cumbersome.

4.8 *PRE-SALE OF CAPACITY RIGHTS (ESCONDIDO PLAN)*

This is a process originated by the City of Escondido and subsequently affirmed by the state legislature with specific authority. It consists of the city/county issuing certificates to buyers who may redeem them for connection rights at a later date when sufficient improvements of water or wastewater treatment plants have been completed. The certificates are transferable; may be redeemed by the issuing public agency; and may improve over time to the value of the purchaser. The proceeds of sale are used to finance the necessary plant improvements. Usually the fiscal analysis that precedes the issuance of the certificates results in an escalation of connection fees over a period of years in order to offer a financial incentive for purchasers to acquire certificates before the plants are able to process connections.

Advantages:

- Provides up-front capital to finance improvements without voter approval.
- Relieves the general fund of the issuing agency from carrying a burden prior to the receipt of connection fees.
- Does not require voter approval.
- Can expedite financing more quickly than traditional methods.

Disadvantages:

- Requires a relatively strong growth rate of future service area to assure a market for the certificates.
- May involve the public agency in a secondary marketing of certificates.
- If the entire capacity of the future improvement is not intended for anticipated growth (such as future school sites, open space, public services), then the full cost of improvement cannot be financed from pre-sale of connection rights and the public agency or agencies need to make up the difference from other resources.

Part II

Options for Services Financing

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Part II

Options for Services Financing

The purpose of this information is to offer a generic description of the mechanisms available for maintaining and operating services required following completion of capital improvements. The definition of improvements being: capital facilities (police station; road equipment; drainage systems; library; park improvements; water and sewer systems; etc.).

Once public improvements are completed, an ongoing cost is required to maintain and operate them. A few of the tools available for capital financing can also be used for the cost of maintenance, but most cannot. Financing that can serve both purposes will be designated by an asterisk (*). Because of the constantly changing universe of judicial review, legal opinion and legislation, a full discussion of each option is not appropriate for this checklist. If additional information is desired, please contact the author or consult with your legal advisor.

1.0 TRADITIONAL LOCAL FINANCING

1.1 Basic Property Tax*

- a. Maintain and operate services
- b. Pay off debt used to acquire assets

Either use requires approval by voters with a 2/3 majority at special or general election. Tax may be for a set number of years. Applies equally to all taxpayers within city. Proposition 13 and Proposition 4 established limitations.

Exceptions:

Special tax in some cities with charters
City/county general obligation bonds later excepted by voters

1.2 Special Assessments

Assessments are collected by the county with property taxes and disbursed to the agency sponsoring the assessment district. The opportunity to use special assessments has been significantly changed by voter approval of Proposition 218 in 1996. This amendment to the state Constitution requires that all special assessments must be voter approved. The vote can either be by property owners (simple majority approval) or by registered voters (2/3 majority required). In either election format, it is required to provide an engineer's report showing the

nexus between the amount to be assessed and the benefit received by the property subject to assessment. The notice of assessment must also distinguish between the benefit derived from general taxes and the proposed benefit to be derived from the assessment. A mailed ballot is sent to each property owner declaring a date for return and a place to mark support or opposition to the proposed assessment. A public hearing is held at least 45 days after the mailing at which time the ballots are counted and results announced. There are other requirements to be met and at this time there is litigation in process that can further modify the procedures summarized here. It is, therefore, strongly advised that before contemplating a special assessment that both a fiscal and legal specialist be consulted and a workshop held to discuss the findings of these experts.

1.3 User Fees*

- a. Must reflect actual cost
- b. Must be used for a specific purpose
- c. Must be refunded if income from fees exceeds cost of service
- d. If considered to be a property related service, requires voter approval as with a special assessment

2.0 STATE ASSISTANCE PROGRAMS

2.1 Community Development Block Grants (CDBG)

2.2 Rural Renaissance

- a. 30 Northern California counties only
- b. Bonus for regional approach
- c. Funding limited by legislature

2.3 Economic Development (tourist promotion, small business)

2.4 Transportation Programs* (bridges, transit, training)

2.5 Parks and Recreation Programs*

2.6 Recycling Programs*

2.7 Environmental License Plate Program

2.8 Special Legislation for Unique Purpose

Please note that all state assistance programs are constrained by the state economic conditions, special regulations and funding limits.

3.0 PUBLIC/PRIVATE PARTNERSHIPS

- 3.1 Industrial Development Bonds (Economic Development Corp.)
- 3.2 Redevelopment Agency Borrowing*
- 3.3 Community Rehabilitation District
- 3.4 Sale-lease Back
- 3.5 Municipal Foundations*
- 3.6 Property DevelopmentCommunity Facilities District*
- 3.7 Business Improvement District* (Note: current legal opinion holds that special assessments for a BID is exempt from Proposition 218)
- 3.8 Street Lighting District*
- 3.9 Bonds for Industry (League of Cities program)

4.0 OTHER MECHANISMS FOR SERVICES FINANCING

- 4.1 Benefit Assessment District
- 4.2 Community Services District
- 4.3 County Service Area
- 4.4 Streetlighting and Landscaping Assessment District
- 4.5 Business Improvement District
- 4.6 Parking District Law of 1943
- 4.7 Mello-Roos District for maintenance purposes
(Note: this requires 2/3 majority and is subject to annual re-authorization)

- 4.8 Non-profit Foundation for Public Purpose
- 4.9 Property Owners Association
- 4.10 Fire Suppression Assessment Act
- 4.11 Open Space Maintenance Act
- 4.12 Geological Hazard Abatement District
- 4.13 Permanent Road Divisions Law (Note: if a special tax is levied, a 2/3 majority vote is required; if only assessments are placed, no election is required.)

Judicial opinion, legislation and voter approval initiatives have imposed major constraints on these mechanisms. Careful consideration of these constraints is needed before adoption of a fiscal policy using these alternatives.

Appendices

Appendix	A	Population by Planning Zones
Appendix	B	Joint Powers Authority Description
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Appendix A

Population by Planning Zones

To estimate population of the four zones with relative accuracy and study the demographic trends, the primary census tracts, or a portion thereof, were determined. The population figures are considered estimates based on census counts performed each five or 10 years and the demographic profiles are considered trends for a given area. The following census tracts and percentages of each that cover the planning areas were used to determine population and demographic profiles for the proposed park and recreation district.

Planning Zones as Compared to Census Tracts

<i>Zones</i>	<i>Census Tract</i>	<i>Census Tract as % of Each Area</i>
Loomis	206.02	30%
	212	70%
Granite Bay	206.01	80%
	206.02	30%
	206.03	100%
Horseshoe Bar/Penryn	206.1	20%
	206.02	40%
	212	40%
Ophir / Newcastle	205	95%
	215.01	30%

Source: ABC and Bureau of Census.

These percentages were utilized in several of the following charts, where appropriate. On demographic summaries such as ethnicity or age, a breakdown by census tract is unnecessary because the data does not change appreciably throughout the County.

Appendix B

Joint Powers Authority Description

Reprint courtesy of Western City magazine, June, 1996

Appendix D

Public Opinion Survey Data (Copied as a Separate Volume)

Appendix E
Granite Bay Community Recreation Resumes

GRANTIE DAY

INDEX OF ORGANIZATIONS

4-H
4H Clown Arounds (Unicycles)
American Montessori Academy
lanche Ski Club
Layside Covenant Youth
Bell Choir, Lutheran Church
Blizzard Ski Club
Blood Donor Club
Boy Scouts
CA High School Rodeo Assoc., Dist. 3
Calligraphy Classes
Capital Christian School
Cavitt Jr. High School
Childrens Creative Arts Center
Clarinet Tutoring
Country Oaks Cottage Crafts
CSUS Academic Talent Program
Eagle Vision Youth Group
Eureka Elementary
Eureka Schools Foundation
Eureka Union School District
Eureka Youth Soccer League
Family Computer Company
Five Cities Girls Softball
Friends of the Granite Bay Library
Girl Scouts
Granite Bay Christian Preschool
Granite Bay Golf Club
Granite Bay High School
Granite Bay Learning Center
Granite Bay Montessori
Granite Bay Schoolhouse
Granite Bay Tennis Club
Greenhills Elementary
Group Vocal Lessons
Holland Pro Fitness
Horseback Riding w/Lisa Bradley
Kenpo Karate
Knicker Knob Stables
Kovars Karate Center
Kumon Math
Kung Fu Karate
La Petite Academy
Lakeside Little League
Loomis Basin Dolphins Swim Team
Loomis First United Methodist Church
Loomis Soccer Club
Loomis Youth Soccer League
Lutheran Resurrection Church Youth
Magic Circle Theater

Maidu Little League
Merryhill Country School
Miners Ravine
Oakhills Elementary
Odyssey of the Mind
Off The Wall
Olympus Elementary
Placer County Competitive Soccer
Ridgeview Elementary
Roller King
Rolling Greens Golf Club
Roseville Bobby Sox
Roseville Little League
Roseville Soccer Club
Sacramento Childrens Choir
Sacramento Childrens' Choir
Shadowridge Church Youth
Sierra Children's College
Sierra Gold Pony Club
Sierra Marlins Swim Team
Ski Clubs
St. Alban's Country Day School
St. John's Christian School
St. Peter & Paul Church
St. Rose Catholic School
STAR/EEP Program
State of CA Life Guards
Sunset Christian Center
Syone Davies Group Vocal Lessons
Tabernacle Baptist
Tioga Ski Club
Treelake Park
Tricks Gymnastics
Turn, Step & Swing
Young Life

SEASON: Year round FEE/NO FEE: Yes
TRYOUTS NEEDED: No PARENTS NEEDED: Yes

ORGANIZATION: CA High School Rodeo Assc., Dist. 3
DESCRIPTION: Rodeo competitions
CONTACT: Kathy Farnham PHONE: 662-3389
ADDRESS: 36267 State Hwy 16, Woodland 95695
SEASON: Sept-May FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: Yes

ORGANIZATION: Calligraphy Classes
DESCRIPTION: Italic, foundational hand & brush lettering classes
CONTACT: Chris Foster PHONE: 797-0232
ADDRESS: 8802 Bronson Drive, Granite Bay 95746
SEASON: Year round FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: No

ORGANIZATION: Capital Christian School
DESCRIPTION: Private school
CONTACT: PHONE: 786-8855/8856
ADDRESS: 198 Cirby Way, Roseville 95678
SEASON: FEE/NO FEE: Fee

ORGANIZATION: Cavitt Jr. High School
DESCRIPTION: Public Jr. High School
CONTACT: Janet Schimpf PHONE: 791-4152
ADDRESS: 7200 Fuller Drive, Granite Bay 95746

ORGANIZATION: Childrens Creative Arts Center
DESCRIPTION: Teaching children all medias of art
CONTACT: Saskia Covington PHONE: 791-6407
ADDRESS: 8303 Sierra College Blvd., #120, Roseville 95661
SEASON: Year round FEE/NO FEE: Fee

ORGANIZATION: Clarinet Tutoring
DESCRIPTION: Tutoring for beginning-intermediate level students
CONTACT: Julia Carelli PHONE: 791-4072
SEASON: Year round FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: No
PREREQUISITES: Must be in school band

ORGANIZATION: Country Oaks Cottage Crafts
DESCRIPTION: Craft activities, painting, stenciling
CONTACT: Terri Cowan PHONE: 791-6228
ADDRESS: 8719 Auburn-Folsom Rd, Granite Bay 95746
SEASON: Year round FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: No
PREREQUISITES: Desire to have fun & be creative!

ORGANIZATION: CSUS Academic Talent Program
DESCRIPTION: Academic enrichment program
CONTACT: Darla Hughes PHONE: 278-7032
ADDRESS: 6000 J Street, Sacramento 95819
SEASON: FEE/NO FEE:
TRYOUTS NEEDED: No PARENTS NEEDED: No

ORGANIZATION: Eagle Vision Youth Group
DESCRIPTION: Teaching history, tradition of American Indians
CONTACT: Cathy White Eagle PHONE: 791-7910
ADDRESS: Granite Bay 0

ORGANIZATION: 4-H
DESCRIPTION: Youth club with various projects.
CONTACT: Janice Wofford PHONE: 791-2490
ADDRESS: 6725 Ichy Acres Road, Granite Bay 95746
SEASON: Year round FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: Yes

ORGANIZATION: 4H Clown Arounds (Unicycles)
DESCRIPTION: Learn to unicycle, public performances
CONTACT: John Hooten PHONE: 791-5436
ADDRESS: 8080 Barton Road, Granite Bay 95746
SEASON: Year round FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: Yes

ORGANIZATION: American Montessori Academy
DESCRIPTION: Private preschool & elementary education.
CONTACT: PHONE: 786-3636
ADDRESS: 1050 Douglas Blvd., Roseville 95661
SEASON: Year round FEE/NO FEE: No Fee

ORGANIZATION: Avalanche Ski Club
DESCRIPTION: Skiing instruction and trips
CONTACT: PHONE: 481-0735
ADDRESS: 5921 Lomis Ave., #1, Carmichael 95608
SEASON: Winter FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: No

ORGANIZATION: Bayside Covenant Youth
DESCRIPTION: Youth activities
CONTACT: Greg Krieger PHONE: 791-1244
ADDRESS: P.O. Box 2336, Granite Bay 95746
SEASON: Year round FEE/NO FEE: No fee
TRYOUTS NEEDED: No PARENTS NEEDED: Yes

ORGANIZATION: Bell Choir, Lutheran Church
DESCRIPTION: Learn to read music & bell ringing technique
CONTACT: Kim Meder PHONE: 791-2030
ADDRESS: 8902 Quartzite Circle, Granite Bay 95746
SEASON: Sept-June FEE/NO FEE: No fee
TRYOUTS NEEDED: No PARENTS NEEDED: No
PREREQUISITES: Commitment to attend rehearsals

ORGANIZATION: Blizzard Ski Club
DESCRIPTION: Skiing instruction and trips
CONTACT: PHONE: 985-4754
ADDRESS: 1109 Mormon Street, Folsom 95630
SEASON: Winter FEE/NO FEE: Fee

ORGANIZATION: Blood Donor Club
DESCRIPTION: Encourage youth to share "Gift of Life"
CONTACT: Dick Leicher PHONE: 791-1575
ADDRESS: 10075 Willey Ct, Granite Bay 95746
SEASON: Year round FEE/NO FEE: No fee
TRYOUTS NEEDED: No PARENTS NEEDED: No
PREREQUISITES: 17 yrs old, 110lbs

ORGANIZATION: Boy Scouts
DESCRIPTION: Group activities for boys
CONTACT: John Hooten PHONE: 791-5436
ADDRESS: 8080 Barton Ave., Granite Bay 95746

ORGANIZATION:Granite Bay Golf Club
DESCRIPTION:Golf lessons and course
CONTACT:Jim Laisnering PHONE:791-7578
ADDRESS:9600 Golf Club Drive, Granite Bay 0
SEASON: FEE/NO FEE:Fee
TRYOUTS NEEDED:No PARENTS NEEDED:No

ORGANIZATION:Granite Bay High School
DESCRIPTION:Grades 9-12
CONTACT:Roo Severson PHONE:786-8676
ADDRESS:#1 Grizzly Way, Granite Bay 95746

ORGANIZATION:Granite Bay Learning Center
DESCRIPTION:Private school, childcare & summer programs
CONTACT: PHONE:791-8050
ADDRESS:8544 Aub-Folsom Rd., Granite Bay 95661
SEASON: FEE/NO FEE:Fee

ORGANIZATION:Granite Bay Montessori
DESCRIPTION:Private school
CONTACT: PHONE:791-7849
ADDRESS:9330 Sierra College Blvd., Roseville 95661
SEASON: FEE/NO FEE:Fee

ORGANIZATION:Granite Bay Schoolhouse
DESCRIPTION:Private school
CONTACT:Cindy White PHONE:791-2999
ADDRESS:8265 Sierra College Blvd., Roseville 95661
SEASON: FEE/NO FEE:Fee

ORGANIZATION:Granite Bay Tennis Club
DESCRIPTION:Tennis instruction & competition
CONTACT:Paul Hubbard PHONE:791-5189
ADDRESS:8970 Carriage Drive, Granite Bay 95746
SEASON: Year round FEE/NO FEE:Fee
TRYOUTS NEEDED:No PARENTS NEEDED:No

ORGANIZATION:Greenhills Elementary
DESCRIPTION:Public elementary school
CONTACT: PHONE:791-4230
ADDRESS:8200 Greenhills Way, Granite Bay 95746

ORGANIZATION:Group Vocal Lessons
DESCRIPTION:Small group vocal lessons
CONTACT:Sydne Davies PHONE:791-5423
ADDRESS:5914 Macargo St, Granite Bay 95746
SEASON: Year round FEE/NO FEE:Fee
TRYOUTS NEEDED:No PARENTS NEEDED:No
PREREQUISITES:None

ORGANIZATION:Holland Pro Fitness
DESCRIPTION:Exercise Club
CONTACT:Kathy Trevor PHONE:797-1004
ADDRESS:6925 Douglas Blvd., Granite Bay 95746
SEASON: Year round FEE/NO FEE:Fee
TRYOUTS NEEDED:No PARENTS NEEDED:No
PREREQUISITES:Membership

ORGANIZATION:Horseback Riding w/Lisa Bradley

SEASON: Year round FEE/NO FEE:None
TRYOUTS NEEDED:No PARENTS NEEDED:Yes
PREREQUISITES:None

ORGANIZATION:Eureka Elementary
DESCRIPTION:Public school
CONTACT:John Montero PHONE:791-1115
ADDRESS:5477 Eureka Road, Granite Bay 95746

ORGANIZATION:Eureka Schools Foundation
DESCRIPTION:Fund raising parent group
CONTACT:Marge Blumenfeld PHONE:791-4949
ADDRESS:P.O. Box 2444, Granite Bay 95746

ORGANIZATION:Eureka Union School District
DESCRIPTION:Public school district
CONTACT:Dr. Ron Feist PHONE:791-4939
ADDRESS:5477 Eureka Road, Granite Bay 0

ORGANIZATION:Eureka Youth Soccer League
DESCRIPTION:Soccer instruction & competition
CONTACT: PHONE:791-3581
ADDRESS:
SEASON: Aug-Dec FEE/NO FEE:Yes
TRYOUTS NEEDED:No PARENTS NEEDED:Yes

ORGANIZATION:Family Computer Company
DESCRIPTION:Computer classes
CONTACT:Lisa Leggio PHONE:791-8432
ADDRESS:8303 Sierra College Blvd., #109B, Roseville 95661
SEASON: Year round FEE/NO FEE:Fee
TRYOUTS NEEDED:No PARENTS NEEDED:No
PREREQUISITES:The desire to learn!

ORGANIZATION:Five Cities Girls Softball
DESCRIPTION:Softball instruction and games
CONTACT: PHONE:652-8716
ADDRESS:, 0
SEASON: FEE/NO FEE:Fee
TRYOUTS NEEDED:No PARENTS NEEDED:No

ORGANIZATION:Friends of the Granite Bay Library
DESCRIPTION:Activities sponsored by the Granite Bay Library
CONTACT: PHONE:791-5590
ADDRESS:P.O. Box 2711, Granite Bay 95746
SEASON: Year round FEE/NO FEE:No fee
TRYOUTS NEEDED:No PARENTS NEEDED:No
PREREQUISITES:Meets 3rd Fri. 10:00

ORGANIZATION:Girl Scouts
DESCRIPTION:Girl Scout Activities
CONTACT:Carol Christiansen PHONE:797-0456
TRYOUTS NEEDED:No PARENTS NEEDED:No
PREREQUISITES:

ORGANIZATION:Granite Bay Christian Preschool
DESCRIPTION:Private preschool
CONTACT: PHONE:791-4661
ADDRESS:6365 Douglas Blvd., Granite Bay 95661
SEASON: FEE/NO FEE:Yes

CONTACT: Brad/Kris Wilcox PHONE: 632-3465
ADDRESS: Loomis 0
SEASON: Late spring & all summer FEE/NO FEE: Fee
TRYOUTS NEEDED: Yes PARENTS NEEDED: Yes
PREREQUISITES: Freestyle swimming ability

ORGANIZATION: Loomis First United Methodist Church
DESCRIPTION: Youth activities

CONTACT: PHONE: 652-0469
ADDRESS: 6414 Brace Road, Loomis 95650
SEASON: Year round FEE/NO FEE:

ORGANIZATION: Loomis Soccer Club
DESCRIPTION: Soccer instruction & competition
CONTACT: Bill Harder PHONE: 791-5375
SEASON: Aug-Dec FEE/NO FEE: Fee

ORGANIZATION: Loomis Youth Soccer League
DESCRIPTION: Soccer instruction & competition
CONTACT: Janet Keller PHONE: 791-5375
ADDRESS: 6740 Rancho Los Pavos Lane, Loomis 95650
SEASON: Sept-Dec FEE/NO FEE: Fee
TRYOUTS NEEDED: PARENTS NEEDED: Yes
PREREQUISITES: Desire to play

ORGANIZATION: Lutheran Resurrection Church Youth
DESCRIPTION: Bible studies, youth activities
CONTACT: Lisa Manges PHONE: 791-4661
ADDRESS: 6365 Douglas Blvd, Granite Bay 95746
SEASON: Year round FEE/NO FEE: No fee
TRYOUTS NEEDED: No PARENTS NEEDED: Yes
PREREQUISITES: None

ORGANIZATION: Magic Circle Theater
DESCRIPTION: Childrens' workshops in theatre arts
CONTACT: Rosemary Gerauld PHONE: 782-1777
ADDRESS: 241 Vernon St., Roseville 95678
SEASON: Year round FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: No
PREREQUISITES: Usually kids have participated in workshops

ORGANIZATION: Maidu Little League
DESCRIPTION: Baseball
CONTACT: PHONE: 786-2036
ADDRESS: 0
SEASON: Mar-Jun FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: No

ORGANIZATION: Merryhill Country School
DESCRIPTION: Private school and childcare
CONTACT: PHONE: 783-3010
ADDRESS: 1622 Sierra Gardens Drive, Roseville 95661
SEASON: FEE/NO FEE: Fee

ORGANIZATION: Miners Ravine
DESCRIPTION: Trails for hiking and nature study
CONTACT: PHONE:
ADDRESS: Auburn-Folsom Road, Granite Bay 0

ORGANIZATION: Oakhills Elementary

DESCRIPTION: Private horseback riding lessons English/Western
CONTACT: Lisa Bradley PHONE: 791-3194
ADDRESS: 8855 Risley Place, Granite Bay 95746
SEASON: Year round FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: No
PREREQUISITES: None

ORGANIZATION: Kenpo Karate
DESCRIPTION: Martial Arts
CONTACT: Paul Frampton PHONE: 791-4948
ADDRESS: 8609 Auburn-Folsom Rd, Granite Bay 95746
SEASON: Year round FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: No
PREREQUISITES: Respect, responsibility

ORGANIZATION: Knicker Knob Stables
DESCRIPTION: Western horseback riding
CONTACT: Terry Harey PHONE: 652-7733
ADDRESS: 9069 Pioneer Lane, Loomis 95650
SEASON: Year round FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: No

ORGANIZATION: Kovars Karate Center
DESCRIPTION: Martial Arts
CONTACT: Bob Langley PHONE: 791-7650
ADDRESS: 6933 Douglas Blvd., Granite Bay 95746
SEASON: Year round FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: No
PREREQUISITES: A warm smile

ORGANIZATION: Kumon Math
DESCRIPTION: Individualized math instruction
CONTACT: Mrs. Matsunaga PHONE: 791-0238
ADDRESS: P.O. Box 2754, Granite Bay 95746
SEASON: Year round FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: Yes

ORGANIZATION: Kung Fu Karate
DESCRIPTION: Karate instruction
CONTACT: Walter Hildage PHONE: 791-4200
ADDRESS: 8300-A Sierra College Blvd., Roseville 95661
SEASON: Year round FEE/NO FEE: Fee
TRYOUTS NEEDED: No PARENTS NEEDED: No

ORGANIZATION: La Petite Academy
DESCRIPTION: Private school and childcare
CONTACT: PHONE: 783-4711
ADDRESS: 1800 Eureka Road, Roseville 95661
SEASON: FEE/NO FEE: Fee

ORGANIZATION: Lakeside Little League
DESCRIPTION: Baseball instruction
CONTACT: Al Erkel PHONE: 773-5648
ADDRESS: P.O. Box 2454, Granite Bay 96746
SEASON: March-June FEE/NO FEE: Fee
TRYOUTS NEEDED: Yes PARENTS NEEDED: Yes
PREREQUISITES: None

ORGANIZATION: Loomis Basin Dolphins Swim Team
DESCRIPTION: Swim League

SEASON: Mar-Jun FEE/NO FEE:Fee

ORGANIZATION:Roseville Soccer Club

DESCRIPTION:Soccer instruction & competition

CONTACT: PHONE:486-4676

SEASON: FEE/NO FEE:Fee

ORGANIZATION:Sacramento Childrens Choir

DESCRIPTION:Students learn voice technique & perform

CONTACT:Lynn Stevens PHONE:424-2005

ADDRESS:358 Rivertree Way, Sacramento 95831

SEASON: Sept-May FEE/NO FEE:Fee

TRYOUTS NEEDED:Yes PARENTS NEEDED:Yes

ORGANIZATION:Sacramento Childrens' Choir

DESCRIPTION:Choir that performs independently & with Sac Symph

CONTACT:Lynn Stevens PHONE:424-2005

ADDRESS:358 Rivertree Way, Sacramento 95831

SEASON: Sept-May FEE/NO FEE:Fee

TRYOUTS NEEDED:Yes PARENTS NEEDED:Yes

PREREQUISITES:None

ORGANIZATION:Shadowridge Church Youth

DESCRIPTION:Youth activities

CONTACT:Greg Neale PHONE:791-4418

ADDRESS:5635 Douglas Blvd, Granite Bay 95746

SEASON: Year round FEE/NO FEE:No fee

TRYOUTS NEEDED:No PARENTS NEEDED:No

PREREQUISITES:None

ORGANIZATION:Sierra Children's College

DESCRIPTION:Private childcare

CONTACT: PHONE:791-4813

ADDRESS:9560 Sierra College Blvd., Roseville 0

SEASON: FEE/NO FEE:Fee

ORGANIZATION:Sierra Gold Pony Club

DESCRIPTION:Riding mounted sports instruction

CONTACT:Carolyn Agostini PHONE:773-2822

ADDRESS:1660 Ashford Dr, Roseville 95661

SEASON: Jan-Nov FEE/NO FEE:Fee

TRYOUTS NEEDED:Yes PARENTS NEEDED:Yes

PREREQUISITES:Interest in riding

ORGANIZATION:Sierra Marlins Swim Team

DESCRIPTION:Year round swim team

CONTACT:Jackie Ireland PHONE:782-9571

ADDRESS:524 Kramer Ct, Roseville 95661

SEASON: Year round FEE/NO FEE:Fee

TRYOUTS NEEDED:No PARENTS NEEDED:Yes

PREREQUISITES:Able to swim 25'

ORGANIZATION:St. Alban's Country Day School

DESCRIPTION:Private school

CONTACT: PHONE:782-3557

ADDRESS:2312 Vernon, Roseville 0

SEASON: FEE/NO FEE:Fee

ORGANIZATION:St. John's Christian School

DESCRIPTION:Public elementary school

CONTACT:David Dominguez PHONE:791-5391

ADDRESS:9233 Twin Schools Rd., Granite Bay 95746

ORGANIZATION:Odyssey of the Mind

DESCRIPTION:Creative problem solving team

CONTACT:John Hooker PHONE:791-5436

ADDRESS:8080 Barton Road, Granite Bay 95746

SEASON: Winter only FEE/NO FEE:No fee

ORGANIZATION:Off The Wall

DESCRIPTION:Indoor soccer

CONTACT: PHONE:383-4200

ADDRESS:5 Wayne Court, Rancho Cordova 0

SEASON: FEE/NO FEE:

TRYOUTS NEEDED:No PARENTS NEEDED:No

ORGANIZATION:Olympus Elementary

DESCRIPTION:Public Junior High School

CONTACT:Richard Strickfield PHONE:791-1115

ADDRESS:Olympus Drive, Granite Bay 95746

ORGANIZATION:Placer County Competitive Soccer

DESCRIPTION:Soccer

CONTACT: PHONE:784-7166

ADDRESS:

SEASON: Aug-Dec FEE/NO FEE:Fee

ORGANIZATION:Ridgeview Elementary

DESCRIPTION:Public elementary

CONTACT: PHONE:791-3477

ADDRESS:9177 Twin Schools Rd., Granite Bay 95746

ORGANIZATION:Roller King

DESCRIPTION:Rollerskating

CONTACT: PHONE:782-7781

ADDRESS:889 Riverside Ave., Roseville 95678

SEASON: Year round FEE/NO FEE:Fee

TRYOUTS NEEDED:No PARENTS NEEDED:No

PREREQUISITES:None

ORGANIZATION:Rolling Greens Golf Club

DESCRIPTION:Golf instruction and play

CONTACT: PHONE:797-9986

ADDRESS:5572 Eureka Rd., Granite Bay 95746

SEASON: Year round FEE/NO FEE:Fee

TRYOUTS NEEDED:No PARENTS NEEDED:No

ORGANIZATION:Roseville Bobby Sox

DESCRIPTION:Girls' fast-pitch softball league

CONTACT:Donna Teske PHONE:782-5260

ADDRESS:P.O. Box 584, Roseville 95678

SEASON: April-June FEE/NO FEE:Fee

TRYOUTS NEEDED:No PARENTS NEEDED:Yes

PREREQUISITES:None

ORGANIZATION:Roseville Little League

DESCRIPTION:Baseball

CONTACT: PHONE:786-2255

ADDRESS:

ORGANIZATION:TreeLake Park
DESCRIPTION:Sports courts, playground

ORGANIZATION:Tricks Gymnastics
DESCRIPTION:Gymnastics classes
CONTACT:Vern Taylor PHONE:791-4496
ADDRESS:8303 Sierra College Blvd., Roseville 95661
SEASON: Year round FEE/NO FEE:Fee
TRYOUTS NEEDED:No PARENTS NEEDED:No
PREREQUISITES:None

ORGANIZATION:Tum, Step & Swing
DESCRIPTION:Tennis Lessons
CONTACT:Rich Gans & Jeff Pieczynski PHONE:782-2300
ADDRESS:JRRC 2501 Eureka Road, Roseville 95661
SEASON: Year round FEE/NO FEE:Fee
TRYOUTS NEEDED:No PARENTS NEEDED:No
PREREQUISITES:None

ORGANIZATION:Young Life
DESCRIPTION:Non-denominational outreach to youth
CONTACT:Dannan Wallace PHONE:736-1000
ADDRESS:P.O. Box 1822, Rocklin 95609
SEASON: Year round FEE/NO FEE:Fee
TRYOUTS NEEDED:No PARENTS NEEDED:Yes
PREREQUISITES:None

DESCRIPTION:Private school
CONTACT: PHONE:786-5400
ADDRESS:1090 Main Street, Roseville 95661
SEASON: FEE/NO FEE:Fee

ORGANIZATION:St. Peter & Paul Church
DESCRIPTION:Youth activities
CONTACT:Elaine Singh PHONE:624-3093
ADDRESS:P.O. Box 824, Rocklin 95677
SEASON: FEE/NO FEE:
TRYOUTS NEEDED:No PARENTS NEEDED:No

ORGANIZATION:St. Rose Catholic School
DESCRIPTION:Private school
CONTACT: PHONE:782-1161
ADDRESS:633 Vine Ave., Roseville
SEASON: FEE/NO FEE:Fee

ORGANIZATION:STAR/EEP Program
DESCRIPTION:Educational enrichment classes and childcare
CONTACT:Shelia Strong PHONE:791-0238
ADDRESS:P.O. Box 2848, Granite Bay 0
SEASON: Year round FEE/NO FEE:Fee

ORGANIZATION:State of CA Life Guards
DESCRIPTION:Lifeguard training
CONTACT:State of CA Park & Rec PHONE:988-0205
ADDRESS:7806 Folsom-Auburn Rd., Granite Bay 95746
SEASON: FEE/NO FEE:Fee
TRYOUTS NEEDED:No PARENTS NEEDED:No

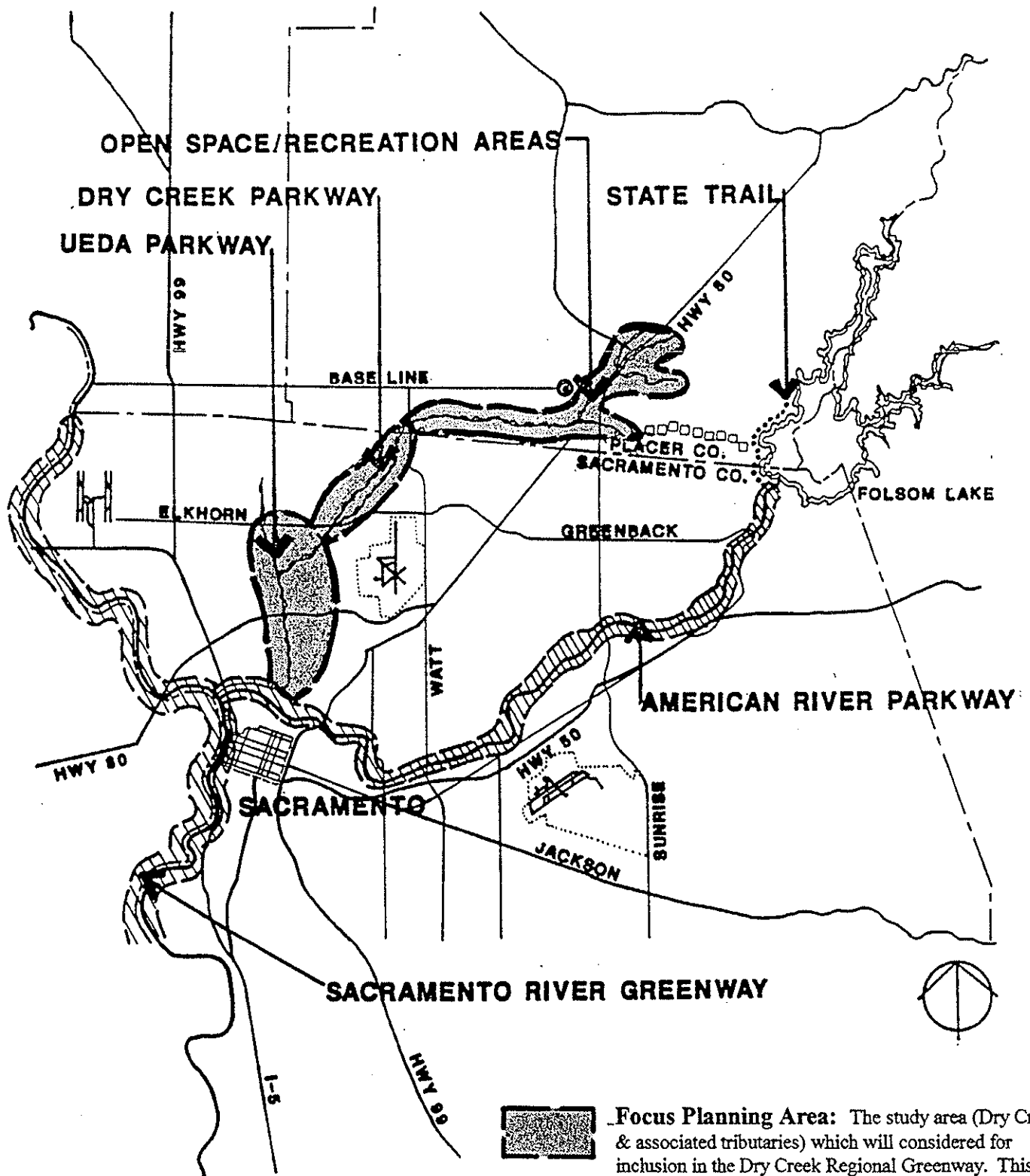
ORGANIZATION:Sunset Christian Center
DESCRIPTION:Bible studies, youth activities
CONTACT:Brian Benton PHONE:624-2273
ADDRESS:2650 Sunset Blvd., Rocklin 95677
SEASON: Year round ~ FEE/NO FEE:No fee
TRYOUTS NEEDED:No PARENTS NEEDED:Yes
PREREQUISITES:None

ORGANIZATION:Sydney Davies Group Vocal Lessons
DESCRIPTION:Group vocal instruction & performance
CONTACT:Sydney Davies PHONE:791-5423
ADDRESS:5914 Macargo St., Granite Bay 95746
SEASON: FEE/NO FEE:Fee
TRYOUTS NEEDED:No PARENTS NEEDED:No

ORGANIZATION:Tabernacle Baptist
DESCRIPTION:Youth activities
CONTACT: PHONE:782-5500
ADDRESS:301 W. Whyte Ave., Roseville 95678
SEASON: Year round FEE/NO FEE:Fee

ORGANIZATION:Tioga Ski Club
DESCRIPTION:Skiing lessons & trips
CONTACT: PHONE:0
ADDRESS:
SEASON: Winter FEE/NO FEE:Fee
TRYOUTS NEEDED:No PARENTS NEEDED:No

Appendix F
Dry Creek Greenway



Focus Planning Area: The study area (Dry Creek & associated tributaries) which will be considered for inclusion in the Dry Creek Regional Greenway. This shall include passive and active recreation areas, open space areas, flood management and protection, water detention basins, agriculture and others.

CONCEPTUAL GREENWAY MAP

DRY CREEK REGIONAL PROJECT
PLACER COUNTY PARKS PROJECTS

POTENTIAL PROJECTS

The following projects are proposed by the Placer County Parks Division. The ordering is not in priority order.

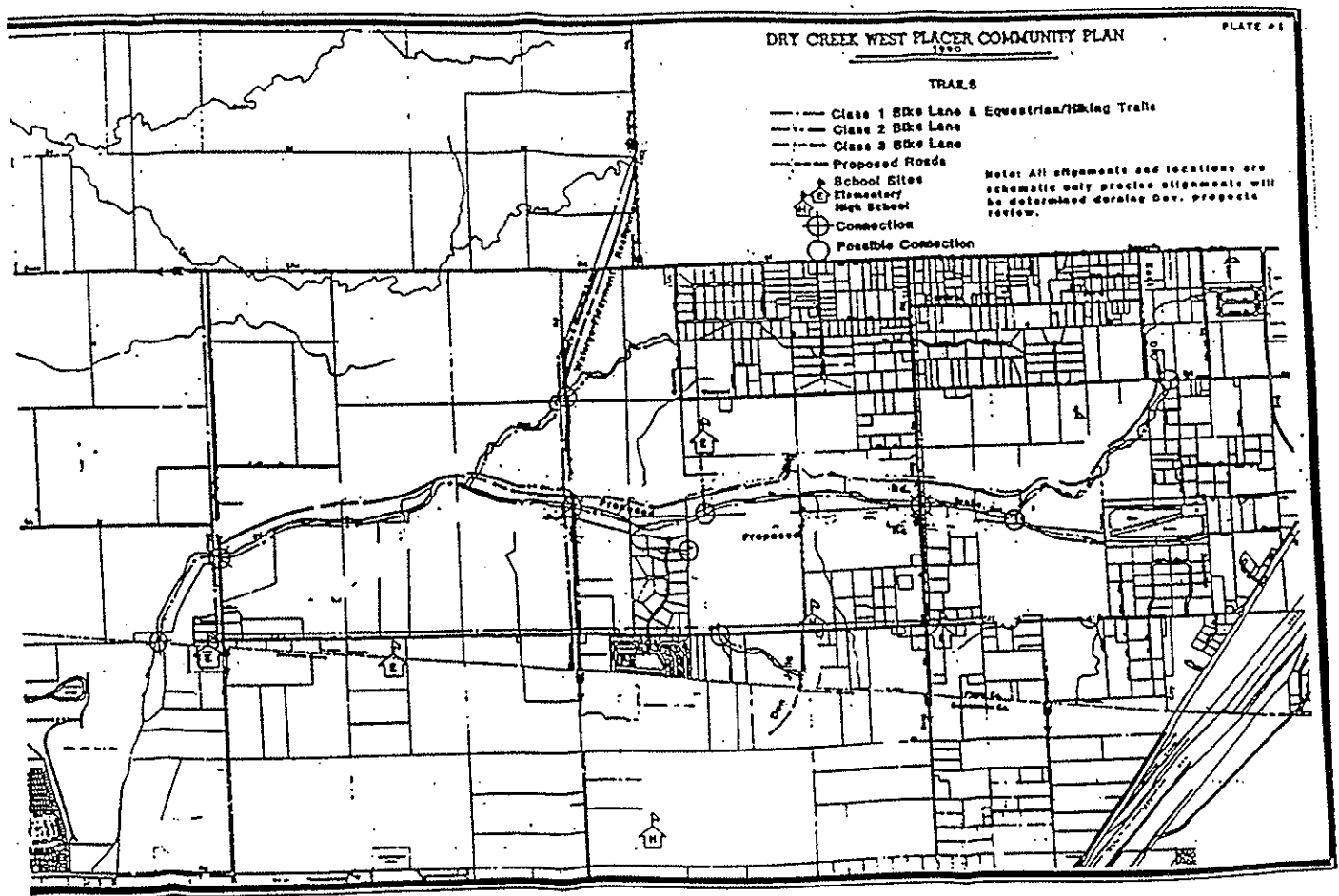
- | | <u>Project Name</u> |
|----|--------------------------------------|
| 1) | Dry Creek Trails |
| 2) | Dry Creek Community Park |
| 3) | Dry Creek Equestrian Arena |
| 4) | Dry Creek Community Park - Trailhead |
| 5) | Sierra Canyon Park and Staging Area |
| 6) | Strap Ravine Trail |
| 7) | Secret Ravine Trail |

PLACER COUNTY PROJECTS
PROJECT NAME: DRY CREEK TRAIL

The Dry Creek Trail system will be an interconnected multi-purpose trail system for bikers, hikers and horse riders.

PROJECT LOCATION

The project begins at the Southwest corner of the Placer/Sacramento County line and runs in a Northeast direction primarily along the south side of Dry Creek. To the west, the Dry Creek Trail will connect to and continue Sacramento County's Dry Creek Parkway trail system. To the west, the Dry Creek Trail will link up to the trails in the City of Roseville. Once in the city, the trails are paved and no equestrians are permitted. The equestrian trail will be routed around the heavily developed City of Roseville in order to provide equestrians a more rural experience and to minimize conflicts with existing homeowners. The actual routing of the equestrian trail around Roseville will be determined by the County after receiving recommendations and working closely with residents in the area.



PROJECT DESCRIPTION

The entire Dry Creek Trail will be accessible for equestrians, pedestrians and bicyclists. The equestrian trail that will run around the City of Roseville will be constructed at some future date, as funding becomes available.

The County will require future subdivision projects to construct a sewer line throughout the community plan area along the south side of Dry Creek. The sewer line will have a paved, 12' wide asphalt service road over the top of the line. The easement width will be 40' along the length of the sewer maintenance road. The sewer maintenance road will be striped and signed in order to be used as a Class I bicycle trail. There are several areas where the trail will not follow the sewer line. The easement widths along these portions of the community plan area will be 30'.

PROJECT CHARACTERISTICS

A 60+ mile trail system is proposed through several jurisdictions along northern Sacramento County and the southern portions of Placer County. The Dry Creek Trail system will be an integral part of the multi-jurisdictional trails system. Trails are proposed in order to achieve the basic goals of maintaining the area's rural character and quality of life and to improve air quality. The system of public trails will be a source of pride and provide conservation of open space, flood plains, and riparian areas. The trails will also serve as an alternative mode of transportation.

Trails will link and be in proximity to residential areas, parks, schools and waterways and will link to a major County-wide trail system.

County policy states that no trail shall be constructed unless there is a provision for short and long term maintenance. The funding mechanism must be in place and provide for funding to include the cost of construction, maintenance administration and liability.

Although there are some portions of the trail which will run over the sewer maintenance roads, there are other areas where the County will need funding for land acquisition and other areas where funding for the land is provided for but funds are needed for development. For example, from the Sacramento/Placer County line in southwest Placer County, subdivision projects are being required to provide an easement for a trail from the County line to Watt Ave., however, there is no funding for construction of the bike path. Another example is in the proposed Sun Valley Oaks subdivision where the developer of the subdivision has offered to dedicate land for a trail, but will not develop the trail.

COST BREAKDOWN

<u>ITEM</u>	<u>EST COST</u>	<u>FUNDING</u>	<u>COMMENTS</u>
Bike Trail Placer/Sacramento Co to Watt Ave	\$60,000	GRANT	
Equestrian Trail Placer/Sacramento Co to Watt Ave Land and construction	\$50,000	MATCH	From Subdivision Projects
Bike Trail Construction	\$180,000	GRANT	3 Miles

c:\fj\detrail.fnd

Appendix G

Loomis Basin Horsemen's Association Trails System Map

Appendix H

Bike Trails Map

Section X

Present and Possible Future Roles

A) Present and Possible Future Roles and Functions for a Recreation District in the South Placer Area

In preparing and researching the background for this report on the feasibility of forming a park and district in the South Placer area, one of the recurring themes which was discussed with the authors of this report was the concern expressed on how the formation of a park and recreation district could provide better services to the community than the almost all voluntary organizations were currently providing. The concept of "If it ain't broke, don't fix it" was expressed several different times by members of the community, often for very different reasons.

The experience of other communities who have formed a recreation district is generally a positive one, especially where the new district is clearly designed to be a partner with the existing organizations, and does not replace their efforts and volunteerism with a bureaucracy. A general observation relating to the formation of park and recreation organizations is that as a community grows from a relatively low population base to a more urbanized community with residents having a diversity of interests, a central organization or entity is often needed to perform a variety of different functions which may have previously been handled by one or more voluntary organizations. Experience in other communities has identified several different problem areas which volunteer organizations at one time or another seem to have problems in resolving. A listing of these general problem areas are identified below:

- Continuity in the organization
- Consistent Policy Interpretation
- Fund Raising and Budgeting
- Being "on-time" with Program Delivery
- Long Range Planning
- Adequate time from volunteers and commitment from members
- Expertise in specific areas (i.e., field maintenance, scheduling, etc.)
- Ability to Resolve disputes
- Negotiations with facility managers
- Ability to adapt to new circumstances/situations

In contrast to these "problem" areas, voluntary recreation organizations (such as youth soccer) are particularly effective in several areas, these are listed below:

- Support from the parents and community
- Obtaining "in kind" donations of supplies, materials and labor
- Perceived as a true "partner" to the community, non-threatening
- Operating on a shoestring budget, efficient delivery of services

Table 10.1

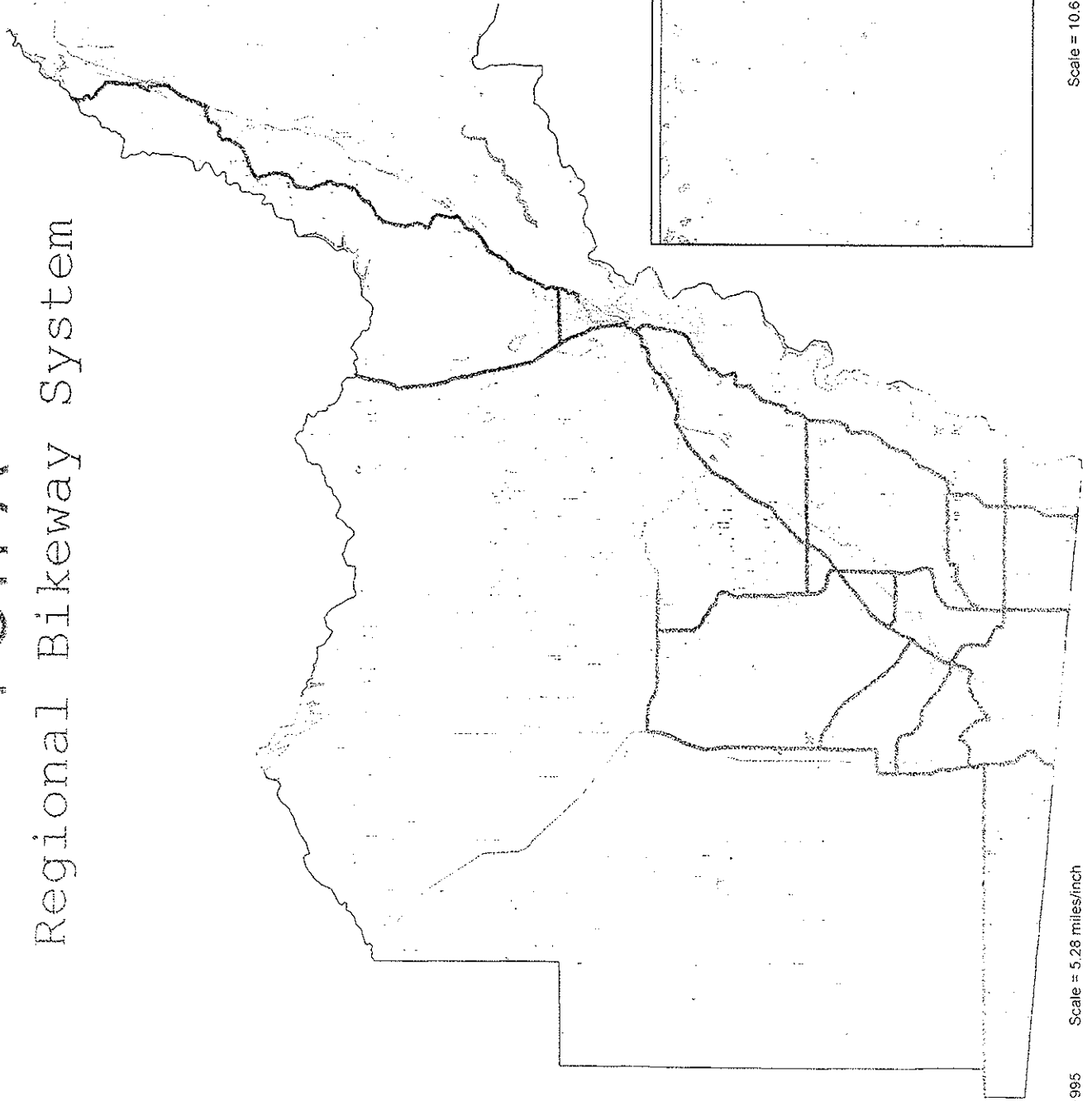
Summary of Recreation Services With and Without Proposed District

Type of Service	Now Provided By	To Be Provided By	Estimated Cost	Comments
Field Maintenance	Volunteers, schools, and/or county	Volunteers and district	Actual cost <u>less</u> credit for volunteers	<ul style="list-style-type: none"> · uniform level of care · scheduled maintenance · improved safety to players/ spectators · savings for schools, county
Tournaments	Uncertain	District and leagues	Entry fee plus concessions	<ul style="list-style-type: none"> · offers shared revenue for sponsors not now available
Scheduling Field Use	Schools, recreation groups, and county	District recreation staff	Annual registration fee	<ul style="list-style-type: none"> · central point for summer leagues · offers neutral source for dispute resolution · consistency with schools
Open Space Ownership/Maintenance	County and Dry Creek Conservancy	District and Conservancy	\$3,000 per annual year	<ul style="list-style-type: none"> · grants available · foundation support · dedications
Game Officials	Volunteers and sponsors	District	Annual registration fee	<ul style="list-style-type: none"> · standardized officiating · trained officials · assistance to sponsors
Senior Activities (tours, crafts, exercise classes, meetings)	Not available throughout the year	District and volunteers	Cost of recreation supervisor less state assistance and local revenues	<ul style="list-style-type: none"> · programs needed now · funding available · organized program offered area-wide
Bike and Hiking Trails	County and Loomis (on limited scale)	District	Funded by tax support and grant sources	<ul style="list-style-type: none"> · opportunity to finish Master Plan · build network of trails · connect to parks and offer auto alternative

*Note: Park services not changed from current levels or costs.

PCTPA Regional Bikeway System

- Legend**
- Incorporated Boundary
 - Water Feature
 - Class 1 bikeways
 - Class 2 bikelanes
 - Road
 - Highways



Scale = 10.65 miles/inch

Scale = 5.28 miles/inch

October 1995

Appendix I

South Placer Park and Recreation Park Acreage and Facility Demand Summary

South Placer Park and Recreation Park Acreage and Facility Demand Summary

Community Area w/Population	Park Acreages Req'd.	Recreation Facilities Required											
	Active @ 5 ac/1,000 pop.	Passive @ 5 ac./1,000 pop.	Tot Lots 1/1,000 pop.	Playground 1/3,000 pop.	Tennis Court 1/6,000 pop.	Basketball 1/6,000 pop.	Hardball Field 1/3,000 pop.	Softball Field 1/3,000 pop.	Trails/Paths 1 mile/1,000 pop.	Youth Soccer 1/2,000 pop.	Adult Soccer 1/2,000 pop.	Golf Course 1/50,000 pop.	Notes/Comments
Town of Loomis													
1996 pop = 6,025	30 ac.	30 ac.	6	2	1	1	2	2	6 mi.	3	3	.12	
2000 pop = 6,285	31.4 ac	31.4 ac.	6.3	2.09	1.04	1.04	2.09	2.09	6.2 mi.	3.14	3.14	.12	
2005 pop = 6,635	33.1 ac.	33.1 ac.	6.6	2.2	1.1	1.1	2.2	2.2	6.6 mi.	3.3	3.3	.13	
2010 pop = 7,015	35.05 ac.	35.05 ac.	7	2.33	1.16	1.16	2.33	2.33	7	3.5	3.5	.14	
Existing Acres/ Facilities:	29.6 ac.	0 ac.	.9	.9	2.2	2.7	.9	2.25	0	.9	1.8	0	

[illegible]

**South Placer Park and Recreation Park Acreage
and Facility Demand Summary**

Existing Acres/ Facilities:	13.9	44.4	2.4	.45	2.8	3.7	0	2.9	5.5	5.1	3.9	0	
Newcastle/Ophir													
1996 pop.= 6,090	30	30	6	2	1	1	2	2	6	3	3	.12	
2000 pop.= 6,490	32	32	6.4	2.1	1.1	1.1	2.1	2.1	6.4	3.2	3.2	.12	
2005 pop.= 7,130	35.5	35.5	7.1	2.3	1.2	1.2	2.3	2.3	7.1	3.5	3.5	.14	
2010 pop.= 8,560	42.5	42.5	8.5	2.8	1.4	1.4	2.8	2.8	8.5	4.2	4.2	.17	
Existing Acres/ Facilities:	4.9	0	0	.9	0	1.35	0	.9	0	.9	0	0	

Appendix J

Inventory of Park and Recreation Facilities in the South Placer Area

South Placer County Park and Recreation Inventory

Facility Name	Facility/Program	Acreages	Comments
Granite Bay Plan Area			
Park Facilities			
Folsom Lake State Recreation Area	35 miles trails, 75 miles shoreline, 4 beach areas, campgrounds, picnic areas,	18,000 ac.	Significant State facility located adjacent to South Placer area
Placer Co Trails	10 miles +/- equestrian/hiking trails		Location per Trails Maps
Miners Ravine Park	0.5 miles trail	26 ac.	undeveloped facility
Tree Lake Park	Tot lot, 1 adult soccer field, 1 softball field, multi-purpose area	8 ac.	Private Neighborhood park
Schools:			
Wilma Cavitt School	Exercise area, 2 tennis courts, 3 basketball courts, 1 youth soccer, 1 adult soccer, 2 soft/baseball fields	6 ac.	approx, 2 ac. developed, 3+ ac. avail. for development
Eureka School	2 playlots, 1 exercise area, 3 basketball courts, 1 youth soccer, 1 adult soccer, 2 soft/baseball fields	2 ac.	
Greenhills School	3 playlots, 2 baseball fields, basketball courts, 3 youth soccer, 1 adult soccer,	4 ac.	approx. 3 ac. of facilities
Oakhills School	1 playlot, 1 basketball court, 3 youth soccer, 1 adult soccer,	4 ac.	
Misc. Recreation Uses:	A variety of recreation organizations exist in the Granite Bay Area		Refer to Granite Bay Recreation Inventory Report
Ophir-Newcastle Plan Area			

Note: No County Parks identified in this area			
Ophir School	5 ac. playlot, basketball, indoor gym-basketball, volleyball, joint-use league	5 ac +/-	Placer County has contributed funds for field development
Newcastle School	5 ac., playlot area, basketball, gym-basketball, volleyball, joint-use league, track, soccer field, after-school child care, summer activities	5 ac +/-	Placer County has contributed funds for field development
Chantry Hill Baseball park	2 ac. -Non-regulation baseball field	2 ac. +/-	
Secret Ravine School	12 ac. -1 basketball, 1 soccer, 2 baseball fields	12 ac +/-	
Pine View School	No rec. facilities listed		
Misc. Facilities & Programs:	Train Tracks, Ophir 4H, Cub Scouts, Boy and Girl Scouts, Methodist Church Youth Groups and Boy Scouts, AAU basketball at Del Oro H.S.		All recreation programs are offered by private or non-profit organizations
Newcastle Nature Trail	Behind Newcastle school, 2 ac. +/-		Maintained by Newcastle Scout Troops
Fire Dept.-Ophir & Newcastle	General community activities, western dance		
Misc. Ophir-Newcastle Rec. Programs and Activities:			All recreation programs are offered by private or non-profit organizations
Dance Classes	Green Tree Dance Studio		
Miners Ravine 4H	At Placer Elem. School		
Ophir 4H	Ophir School		
Folsom Karate School	Newcastle		
Steve Fossum's Karate and Kickboxing	Newcastle		
Newcastle Baseball League	Approx. 180 kids and 25 adults (not w/ little league)		

Newcastle-Ophir Youth Soccer	Approx. 200 kids, they use Newcastle elem., Ophir Elem. and Secret Ravine School		
Horseshoe Bar-Penryn Plan Area:			
Loomis Basin Community Park	2 softball, 6 soccer, 2 tot lots, picnic area, snack bar, portable restrooms,	33 ac.	
Griffith Quarry	hiking trails, picnic area, swimming, small museum.	24.4 ac.	nature preserve/passive park
Penryn School	2 ac. - athletic fields, multi-purpose bldgs. basketball, baseball, volleyball, cub scouts,	approx. 2 ac. used for fields	Placer Co. has contributed funds to school for rec. facilities.
Placer School	elementary school with 4 tennis courts, 6 basketball, 1 softball field, 2 soccer,	approx. 3 ac. used for fields	Placer Co. has contributed funds to school for rec. facilities.
Misc. Facilities:			
Granite Hill Fellowship	volleyball facility, youth outreach, home school, child care,		Part of Placer Buddhist Church
Hope Luthern Church	5 ac. softball and soccer fields, picnic area, 4 grades.	5 ac. +/-	Facilities primarily for members.
LDS Church	3 ballfields, picnic tables, basketball, restrooms		Private facility
Misc. Rec. Programs:			
Penryn baseball league, AAU basketball	play at Loomis Basin Park and area schools		
Town of Loomis Area:			
Parks:			
Sunrise Loomis Park	2 softball, 1 soccer, tot lot,	4 ac.	
Schools:			

Loomis Elementary School	1 soccer, 1 playground, 2 softball/baseball, 1 playground, 1 track	3 ac.+/-	Placer County has contributed funding for field development
H. Clarke Powers School	2 baseball/softball; 1 soccer/turf play area	8 acres total	currently being developed
Franklin Elementary School	1 tot lot, playground, 2 basketball, 2 softball fields, 1 soccer	4 ac. +/-	Placer County has contributed funding for field development
Del Oro High School	Gym, 4 basketball, 5 tennis, 1 softball, 2 hardball, 2 soccer, 1 football, track arena, field events area	25 ac, Approx. size of fields/facilities areas	
Community-Use Facilities:			
Loomis Vol. Fire Dept.	Used for a variety of community activities		
Vet's Memorial Hall	Used for a variety of activities and events		Used for Friends of the Library activities, American Legion, Shriner's and Mason's meetings
Loomis Grange Hall #638	about 2000 sq. ft.		Used for a variety of community activities and events
Misc. Loomis Rec. Programs and Activities:			
Loomis Dolphins Swim Team, youth soccer, Loomis 4H, Plyometrics, Inc., youth basketball, softball, baseball, little league			Activities take place at several different locations in Loomis
Girl scouts, brownies, cub scouts			Activities mostly at Loomis Elementary
Trails and Paths:			

Beals Point , Granite Bay Trail to American River Parkway	Part of Folsom Lake SRA trail system...from Beals Point to Granite Bay.	Total length is over 23 miles	State Trail system, connects to Am. River Parkway
Miners Ravine Nature Trail	Self Guided Trail along Miner's Ravine Creek. Parking at entry.	approx 1-2 miles of trails	
UP Railroad ROW Trail	unofficial use. public use by users not sanctioned by Union Pacific.		generally follows the Union Pacific tracks
Taylor Rd. to Del Oro HS	Class 1 from King and Taylor to Del Oro HS.		Does not comply w/Caltrans standards
English Colony Trail	Class 1 bike trail along English Colony to from Penryn to Clark Tunnel		Does not comply w/Caltrans standards
Equestrian Facilities:			
Loomis-Ophir-Newcastle-Penryn areas:			
Eddie Lehman Training Stables	Loomis. boarding, training clinics		
G&L Farms	Loomis. boarding training.		
Guttenberg Quarters	Loomis. B, T, west lessons, outside arena,		
Country Squire Ac.	Loomis. B, T, lessons, small indoor arena		
Gallant Farms	Loomis. Sales, hunter-jumper training		
Remuda Ranch	Newcastle. Boarding.		
Home on the Reins	Loomis. Training, lessons and boarding		
Knicker Knob Stables	Loomis. Show, training, lessons, boarding.		
Garden Gate Farms	Newcastle. boarding, training, lessons.		
Los Lagos Equestrian Center	Loomis. boarding, training, lessons, indoor arena		

Granite Oak Ranch	Granite Bay. boarding, training, full care.		
Stepping Stone Riding School	Loomis. lessons, training.		
Mountain View Ranch	Granite Bay. training, boarding.		
Shadow Fox Farms	Loomis. hunter/jumper training, lessons.		
Val Verde Equestrian Center	Loomis. boarding.		
Sierra View Quarter Horses	Loomis. training, lessons.		
Lakeside Equestrian Center	Loomis. boarding, training, lessons		
Jack Owens Training	Newcastle. small indoor arena. boarding, training, lessons		
Jo De Collins Training Stables	Granite Bay. boarding, training, lessons.		
Heart "T" Ranch	Loomis. boarding, training, lessons		
Richard Sands	Loomis. boarding, training, lessons		
Plum Tree Farms	Loomis. boarding, dressage, training, lessons		
Granite Bay Equestrian Center	Granite Bay. boarding, training, lessons and sales		
Royal Oaks Farm	Granite Bay. boarding, training, lessons.		
Balanced English Riding	Loomis. Balanced english riding lessons.		
Eslers Riding Stables	Loomis. boarding, training, lessons, sales. covered lighted arena		
Pchelkin's Paint Horses	Newcastle. boarding, sales. arena and round pen area.		
Vanatta's Paint Horses	Auburn. Boarding, pasture, lighted arena.		
Boys/Girls Clubs:			

Green Hills Elementary	meeting areas for Boy Scouts		
Placer Elementary	meeting areas for Boy Scouts		
Loomis Memorial Hall	meeting areas for Boy Scouts		
Loomis Elementary	meeting areas for Boy Scouts		
Oak Hills Elementary	meeting areas for Boy Scouts		
Shadow Ridge Church	meeting areas for Boy Scouts		
Luthern Church	meeting areas for Boy Scouts		
Granite Bay Elementary	meeting areas for Boy Scouts		
LDS Church-Penryn	meeting areas for Boy Scouts		
LDS Church- Newcastle	meeting areas for Boy Scouts		
First Methodist	meeting areas for Boy Scouts		
LDS Church in Newcastle	Boy scouts		
LDS Church in Penryn	Boy Scouts		

NOTE: Inventory of Park and Recreation facilities and uses in the South Placer Area completed by the Del Oro Park Formation Committee and selected other volunteers in February-March 1997. ABC Consultants or the County has not verified this information in all areas.

revenues of county offices of education, school districts and community college districts are not subject to such diversion.

The bill prohibits IFDS boundaries from overlapping the boundaries of redevelopment project areas. Furthermore, if residential dwelling units are to be constructed and located within the IFDS, the IFDS Act requires that 20% of these units shall be set so as to increase the supply of low and moderate income housing within the county in which the IFDS is located, said units to be made available at an affordable housing cost (as defined in the IFDS Act) to persons of low and moderate income, also as defined in the IFDS Act.

Proceedings for the formation of IFDS are initiated by resolution of the governing body of the entity desiring to establish the proposed IFDS. The resolution of intention is required to set forth all information described in Section 53395.10 of the IFDS Act, including the time and place for the public hearing required to be held in the proposal to create the IFDS. The clerk of the entity creating the IFDS is required to mail a copy of the resolution of intention to each owner of land within the IFDS and to each political entity which will be affected by its provisions.

After adoption of the resolution of intention, an official designated by the entity creating the IFDS is required to prepare a proposed infrastructure financing plan for the IFDS which is to be consistent with existing general plan provisions applicable to the territory included in the IFDS. The infrastructure financing plan for the IFDS is required to include the information set forth in Section 53395.14 of the IFDS Act. This report is also required to be furnished to each owner of land located within the IFDS and each taxing entity which would be affected by its formation.

The entity creating the IFDS is required to consult with each taxing entity affected by the infrastructure financing plan and is required to hold a hearing on such plan at least 60 days after the date such consultations are completed. Published notice of this hearing is required in addition to mailed notice required to be given to owners of land within the IFDS and to the taxing entities affected by the plan.

At the public hearing on the infrastructure financing plan, the legislative body of the entity creating the IFDS is required to hear and pass on all written and oral objections to the plan and, in connection therewith, may modify and amend the plan as to various particulars, including changes in infrastructure proposed to be financed, in debt proposed to be issued and in the amount and duration of incremental tax revenues to be committed for the purposes of the IFDS.

Upon completion of the public hearing, the legislative body is required to pass a resolution approving the infrastructure financing plan prior to adoption of a resolution proposing to form the IFDS. If a resolution proposing to form the IFDS is passed, the proposal to form the IFDS is required to be submitted to the qualified voters of the IFDS. If there are 12 or more persons registered to vote within the territory of the proposed IFDS for each of the 90 days preceding the date of the election, the vote shall be by such registered owners; otherwise the vote shall be by the owners of land within the District, on a weighted basis, with each owner of land entitled to

Disadvantages

- Relatively untried and may be difficult to explain or develop.
- Will probably require judicial validation proceedings.
- May be perceived as growth inducing.

2.12 INFRASTRUCTURE FINANCING DISTRICT (IFDS)

The ability to finance major infrastructure improvements through the formation of infrastructure financing districts (IFDS) represent the latest major financing alternative to evolve in California. The legislation implementing the creation of IFDS, embodied in SB308 enacted by the California legislature in 1990, is codified in Sections 53395 through 53397.11 of the California Government Code (the "IFDS Act"). Taking the name of its Senate sponsor, infrastructure financing districts are often referred to as Seymour Districts.

Public facilities that may be financed under an IFDS financing structure must constitute facilities which are of community-wide significance, which provide significant benefit to an area larger than the area of the IFDS. One of the findings of the legislature in the passage of SB308, as set forth in Section 53395(b) of the Act, is "that the methods available to local agencies to finance public works often place an undue and unfair burden on buyers of new homes, especially for public works that benefit the broader community." Public facilities which may be financed through an IFDS, which may be created by a county or a city, include, but are not limited to, the following:

- Highways, interchanges, ramps and bridges, arterial streets and transit facilities.
- Sewage treatment and water reclamation plants and interceptor pipes.
- Facilities for the collection and treatment of water for urban uses.
- Flood control levies and dams, retention basins and drainage channels.
- Child care facilities.
- Libraries.
- Parks, recreational facilities and open space.
- Facilities for the transfer and disposal of solid waste, including transfer stations and vehicles.

Only completed facilities may be financed and the facilities to be financed may be located within or outside the boundaries of the IFDS. Any facilities financed by an IFDS must have a useful life of 15 years or longer.

The security for payment of bonds issued for the financing of public facilities by an IFDS consist of incremental tax revenues similar to tax increment revenues pledged for payment of tax allocation bonds issued by redevelopment agencies. The amount of tax increment that may be diverted for IFDS purposes is that which is attributable to increases in assessed valuation of the IFDS after its formation. Pursuant to specified prohibitions in the IFDS Act, however, tax

2.10 COMMUNITY REHABILITATION DISTRICTS

Similar to redevelopment, formation of a community rehabilitation district is only permitted for territory that is not within a redevelopment agency project area. Formation of the district can be initiated by property owners, the city council or board of supervisors. The district is intended to finance costs related to infrastructure improvements. The tax increment applied to the district is diverted from the property tax base of the sponsoring entity. Sharing of future tax increment with other entities is not required. No set aside for affordable housing is required. No finding of blighted conditions is required.

Advantages:

- Relative ease of formation and management.
- No new tax required.
- No vote required.

Disadvantages:

- Relatively untried system that may experience start-up problems.
- Loss of general fund property tax revenue for a period of years.
- Because only part of tax base is available, the relative size of improvements paid for from borrowed funds is limited.

2.11 INTEGRATED FINANCING DISTRICT (IFD)

This is a property assessment district that is usually part of (or "integrated with") another mechanism. It is a means of raising pre-development costs using vacant land as security and then defer assessment against the land until development occurs. It authorizes a contingent assessmentthe contingency being future development of property. The construction costs might be paid by Mello-Roos special taxes and pre-development costs by means of assessments levied by the IFD. Or, there may be parcels of land eligible for development in advance of other parcels. The IFD can design and build facilities required for the total need of all, but only collect assessments at the time development takes place.

Advantages

- Allows advance planning of future facilities prior to actual development.
- Permits payment of costs for planning, engineering, permit process.
- Can be initiated by land owners or the public agency involved.

2.9 REDEVELOPMENT AGENCIES (RDA)

The reader is encouraged to review any of the several, excellent source books on the operation of an RDA.¹ The agencies are frequently used; are very good tools for economic improvement; have complex procedures to follow; and are an institution unto themselves.

Briefly, any city or county can activate redevelopment authority by defining a project; determining costs to achieve the project; adopting an improvement plan, financing plan and implementation plan; and an environmental report. Agencies have other revenue sources in addition to tax increment but that is most common. An agency has no income other than the revenue to retire debt so a bond issue is created to pay for redevelopment costs over the period of years that incremental gain in property taxes are earned.

The governing body of the entity activating the RDA can be the governing board for the RDA or it may appoint a board to manage the RDA. A minimum of 20% of all tax increment available is required to be spent for affordable housing within the agency boundary.

Advantages:

- Does not establish a new tax.
- Does not require an election.
- Allows agency to leverage tax increment with private sector investments to capitalize improvements.
- Well known procedure.

Disadvantages:

- General fund revenues to the sponsoring agency from property taxes will not increase.
- Strong opposition on philosophical grounds based on philosophy behind Proposition 13 and desire to reduce the size of government.
- Legislative pressures to reform tax increment mechanisms.

¹ For example, Beatty, Coomes, Hawkins, Quinn & Yang; Redevelopment in California, 1991 ed.; or California RDA Association; Introduction to Redevelopment, 1991 ed.

following list contains the facilities and services that are eligible for financing under the Mello-Roos Act:

- | | |
|---|----------------------------------|
| ▪ Water & Sewer Facilities | ▪ Police & Fire Facilities |
| ▪ Public Buildings | ▪ School Sites & Facilities |
| ▪ Streets & Roadways | ▪ Park & Recreational Facilities |
| ▪ Lighting & Traffic Control Facilities | ▪ Police Protection Services |
| ▪ Libraries | ▪ Fire Protection Services |
| ▪ Seismic Damage Restoration | ▪ Landslide Protection/Recovery |
| ▪ Flood Control & Drainage Facilities | ▪ Park & Recreation Services |

The formation of a community facilities district involves the following process:

1. Obtaining 10% of land owners approval for the public agency to proceed.
2. Resolutions of intention are adopted by the public agency (city, county).
3. Public hearing regarding the formation of the CFD.
4. Public hearing and resolution accepting the issue of debt (bonds).
5. Landowners or voters approve the formation of the CFD.
6. CFD issues bonds.
7. Legislative body levies special tax.
8. Special tax used to pay debt service on bonds and any ongoing maintenance authorized at the time of formation.
9. Special tax tailored to characteristics of project and not levied on ad valorem basis.

Advantages:

- Allocates costs to properties based on measures of use, need or benefit.
- Financed at public interest rates.
- Not included in local spending/tax limits.
- Can be segmented for phased land development.

Disadvantages:

- Requires 2/3 vote of property owners or voters for approval.
- District may require continued growth to sustain revenue yield required for debt redemption.
- Debt redemption continues until bonds retired; maintenance tax subject to annual review.

Disadvantages:

- Does not include public maintenance and operation costs.
- Until the bonds are paid off, sponsoring entity may find reduced revenue to the general fund from what level of income was expected.
- Perception of some members of public that tax increment financing benefits private land with public funds and is inconsistent with the spirit of Proposition 13.
- Perception by public of preferential treatment towards individuals living in the district with improved or new infrastructure facilities without paying additional property taxes.

2.7 *UTILITY DISTRICTS*

Utility districts are a type of independent special assessment district established to construct, operate and maintain public works. They are independent public corporations which have locally elected boards. Utilities are different from the usual special assessment district because their existence is perpetual, not a limited duration. In addition, utilities operate and maintain a complete public works system, such as water and sewer. Finally, utilities handle all decisions regarding financing, personnel and administration.

Most public utilities charge one-time connection fees for capital costs and regular monthly or annual fees for operations and maintenance. Utilities function well in both high and low growth areas. Their advantage is in allocating costs on the basis of use of the particular system, and because of their independence, their expenditure and long-term planning decisions are not subject to the fluctuations of general revenue budget pressure. Finally, the utilities have the ability to adequately match capital needs with their fee structure.

2.8 *MELLO-ROOS COMMUNITY FACILITIES ACT OF 1978*

Mello-Roos is a tax-exempt financing tool resulting in inexpensive, long-term, fixed-rate, and non-recourse money for the construction or acquisition of infrastructure improvements. Mello-Roos permits any city, county, special district, school district, and any other municipal agency, to form a community facilities district (CFD), where new property taxes may be imposed. Bonds backed by the new tax revenue then can be issued. To comply with Proposition 13, the bond issue and the special tax is subject to a 2/3 vote approval by landowners if there are fewer than 12 registered voters residing within the CFD, and by registered voters if more than 12 voters reside there.

The types of facilities that can be financed are very broad. In addition, Mello-Roos can pay for ongoing cost of services (like police and fire protection) which an assessment district cannot. The

Advantages:

- Can be used to finance operations, maintenance and some capital expenditures under limited conditions.
- Benefit area can be selected based upon purpose, benefiting owners, location, etc.

Disadvantages:

- Limited application of district.
- Capital improvements limited.
- High cost of formation and annual re-authorization.

2.6 *TAX INCREMENT FINANCING (TIF)*

Tax Increment Financing districts are a unique type of special district in which no additional taxes are collected from land owners. Funds for a project are raised by diverting a portion of the regularly-assessed property taxes to "special project accounts". Revenues equal to those collected in the base year (prior to growth and development) continue to be deposited to the local government entitled to share in property tax. All property tax received on value added after the base year is known as increment. The proceeds from increment tax growth are used to retire indebtedness or other statutory requirements. Improvements within the area are financed by borrowing tax exempt bonds using future tax increment revenue as security. Because TIF districts are connected to local government jurisdiction, they are not politically independent. Furthermore, district revenue is solely dependent on increases in the assessed property values. Thus, TIF districts are suitable when a significant increase in development or redevelopment is anticipated.

Three types of TIF districts in California are: Redevelopment Agencies; Infrastructure Financing Districts; and Community Rehabilitation Districts.

Advantages:

- Ensures equity of financing for both established residents and new entrants.
- New development in effect pays its own way, using the community's normal tax program as a mechanism for deriving revenues.
- Not subject to Gann spending limits.

Advantages:

- Allocates costs to new development and users.
- Not included with local spending programs.
- Not subject to general taxation limits.
- Can be used to finance operations, maintenance and capital expenditures.

Disadvantages:

- Limited to parking facilities.

2.4 PARKING AND IMPROVEMENT LAW OF 1979

This law was enacted to support the construction of parking facilities via a bond issue. The bonds carry an interest rate generally no higher than 12% and have a maturity up to 35 years. The Parking and Improvement Law has the same disadvantages and advantages of the Parking District Laws, except the revenue bonds issued are retired by parking and user fees, not an assessment tax. In addition, the primary use for the revenue bonds is for the construction of the facilities; not the operations and maintenance costs.

2.5 LANDSCAPE AND LIGHTING ACT OF 1972

This act permits annual property assessments to construct and/or to maintain landscaped areas, park and recreation facilities. It is a type of special district formed to pay for the annual costs. This type of district is a "dependent special district" in that it is created by an existing form of government (usually a city, county or park district). Prior to formation an engineer's diagram of benefits allocated to each property must be developed and a minimum of two hearings conducted. If the district is to assess properties for any form of capital improvement (club house, gym, etc.) an election is required. Only property owners are qualified voters. A simple majority is all that is needed.

If the district will only assess property for maintenance requirements, one of two types of election is needed: 50% plus one of affected owners or 2/3 of registered voters. A majority protest by owners regarding the assessment may be over-ridden by a 4/5 vote of the policy board of the agency forming the district. Annually, an engineer's analysis of benefit cost for maintenance must be completed in order to re-establish the assessment.

Either with maintenance or capital expenditure purposes, prior to setting the assessment a mail notice must be sent to all property owners of record within the proposed boundaries of the district. If any existing assessment is proposed for increase the mail notice requirement must also be met. Again, Proposition 218, approved November 5, 1996, has caused major changes in authorization for assessments under this statute. Careful review with competent legal counsel is advised.

In order to issue the bonds the value of the property must be at least three times the value of the total bond value. The special tax levy is collected to pay for the annual interest payments for the bonds issued for a particular project. The assessment is in addition to regular property, sales and income tax of the property owners in the district. Assessment districts can be started by a public agency (such as a city or county), groups of property owners, developers or a community association. Proposition 218, approved by voters November 5, 1996, substantially changed the manner in which assessments may be levied. A positive vote of 50% or more of all property owners affected by the levy is required. A 100% owner's petition may avoid such an election. Assessments must clearly benefit property and proportional voting based on ownership size is required. Careful review by competent legal counsel is advised to be sure that all provisions of Proposition 218 are fulfilled.

Advantages:

- Allocates costs to benefitting properties and new development.
- No impact on basic budget of agency.
- Time-tested system for major infrastructure.

Disadvantages:

- Restricts the usefulness for off-site improvements.
- Requires a value/lien ratio of 3:1.
- Agency may not have funds to operate improvements following completion.
- Ownership voting process is difficult.

2.2 SPECIAL DISTRICTS

Special financing districts are distinct geographical areas created within a political jurisdiction in order to raise funds from property owners for specific needs. In addition, the main difference between regular assessment districts and special districts is that the special districts are usually independent of the local government. Typically, they are governed by elected boards empowered to determine their own budgets, levy taxes and charges for services, issue bond debt, employ staffs, and operate public service systems with little or no over-sight by local governments. A prime example of a special district is the Placer County Water Agency, which is a utility district providing water service to various areas in the County. The majority of special districts perform a single function such as fire protection, housing services or parks services.

2.3 PARKING DISTRICT LAWS OF 1943, 1951 AND 1979

Parking District laws were enacted to provide special district financing for parking facilities. Specifically, bonds would be issued for the construction, operation and maintenance of parking lots and related structures. The maximum interest rate for the bonds is 12%, the tax-exempt rate.

Part I

Options for Capital Financing

1.0 PURPOSE

The purpose of this information is to provide a description of the more common financing programs for the construction and/or improvement of infrastructure facilities. In addition, it will review the various requirements involved in paying for improvements for the following programs:

- | | |
|---------------------------------|----------------------------|
| ▪ Assessment Districts | ▪ Special Districts |
| ▪ Development Fees | ▪ Utility Districts |
| ▪ Certificates of Participation | ▪ Private Ownership |
| ▪ Public-Private Venture | ▪ Commercial Paper |
| ▪ Industrial Development Bonds | ▪ General Obligation Bonds |
| ▪ Tax Increment Financing | ▪ State Bond Programs |
| ▪ Development Exactions | ▪ Lease Revenue Bonds |

With state and federal support programs dwindling, it is important for property owners, business and public agency managers to become knowledgeable of the alternative financing options to ensure completion of infrastructure development consistent with the demand for use.

2.0 FINANCING DISTRICTS

This section describes a number of financing methods that require formation of a type of special district. Such district can be an assessment district, tax increment district or special improvement district.

2.1 ASSESSMENT DISTRICTS

Assessment districts are of several varieties but primarily are found in the streets and highways code and are referred to as: the Assessment Acts of 1911; 1913; and 1915. An assessment district is formed for property owners who benefit directly from special improvements within the district. Assessments on property have been defined by the courts not to be a tax. The cost of an assessment is based on a formula that measures benefit to the land. A tax is usually based on the value of the land and may not relate to benefit. The developer or land owner typically issues tax-exempt bonds and uses the proceeds to pay for the construction of streets, sidewalks, sewer and water lines, schools, parking lots and lighting systems.

Note: The information presented here is partly abstracted from an unpublished report of the Placer County Economic Development Agency entitled, "Capital Financing Alternatives Handbook", dated 1992.

Part I

Options for Capital Financing

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**FINANCING PUBLIC FACILITIES
AND SERVICES**

PART I CAPITAL FINANCING

PART II SERVICES FINANCING

Prepared by

ADMINISTRATIVE BUDGET COUNSELING

P.O. BOX 661981
Sacramento, CA 95866

916/927-4249
FAX 916/927-3745

January, 1997

Appendix C

Fuinding Options and Alternatives



City of Arroyo Grande, California Director of Building and Fire

The City of Arroyo Grande (15,495 population), located on the Central Coast of California in southern San Luis Obispo County, is seeking qualified candidates to fill the position of Director of Building and Fire (Salary: \$4,853 - \$5,516/mo.). Arroyo Grande offers both rural and suburban living in its 5.45 square miles and is a full-service City. Ideal candidates will possess the ability to improve upon existing high levels of fire protection and building and life safety measures, the ability to direct and influence a volunteer force of 40 (+) members, and will have a broad background including eight (8) years of increasingly responsible command and supervisory experience in an emergency operation, with at least three (3) years at a Chief Officer level with administrative responsibility. Requires a Bachelor's Degree with major course work in fire science, public administration, or a closely related field; experience working with volunteer and combination fire personnel and building and safety staff; possess strong participatory management skills; and possess excellent interpersonal skills, including the ability to interact professionally with elected officials, City staff, other government agencies, and the public. Interested candidates should submit a resume with cover letter, along with current salary and five work related references postmarked no later than Friday, June 28, 1996 to: Robert L. Hunt, City Manager, City of Arroyo Grande, P. O. Box 550, Arroyo Grande, CA 93421. Phone: (805) 473-5404. FAX: (805) 473-0386. EOE/AA.

of city fire management. Adelanto is located on U.S. Highway 395, 35 miles north of San Bernardino via Interstate 15. Resume submissions to the City of Adelanto, City Manager's Office, P.O. Box 10, Adelanto, CA 92301. (619) 246-2300 ext. 31. AA/EOE. Deadline for submission June 30, 1996.

CHIEF OF POLICE—City of Adelanto, CA. Salary DOQ. The City of Adelanto (13,500) is seeking a Chief of Police. Adelanto is a full service community located on U.S. Highway 395, 35 miles north of San Bernardino via Interstate 15. The Department provides law enforcement and animal control services. The ideal candidate will be an excellent communicator, have strong leadership skills, be a team player and have a strong

and proven community service orientation. Masters Degree desirable. Requires B.A. in police science, criminal justice, or public administration; seven years progressively responsible California law enforcement experience including five years recent experience at rank of lieutenant or equivalent; and possess Advanced, Supervisory and Management POST Certificates. Resume submissions to the City of Adelanto, City Manager's office, P.O. Box 10, Adelanto, CA 92301. (619) 246-2300 ext. 31. AA/EOE. Deadline for application June 30, 1996.

DIRECTOR OF ADMINISTRATIVE SERVICES—San Diego County Water Authority, San Diego, CA. Annual Salary Range: \$65,146 - \$87,610. The San Diego County Water Authority is seek-

ing a Director of Administrative Services to manage major administrative support programs which include: Information Systems, Emerging Business Enterprise (EBE), Purchasing and Warehouse, Office Services support, as well as other administrative functions; and performs other related administrative work as required. This position will be responsible for developing and implementing a strategic plan for the management of the Authority's information system needs, including the implementation of a new Finance, Personnel/Payroll and Purchasing system. Responsibilities will include agency-wide computer network administration; developing and implementing new purchasing policies and procedures; providing contract outreach services and achieving EBE program goals; providing support and assistance to the Board of Directors. A typical qualifying background requires a minimum of five (5) years of increasingly responsible management experience, of which one year must include the direct management of information systems and a Bachelor's Degree with major coursework in Public Administration, Business Administration, Finance, Information Systems, or a closely related field from an accredited institution or four-year college or university. Application deadline: June 28, 1996. Application procedure: Resume and Statement of Qualifications may be sent to: San Diego County Water Authority, Human Resources Department, 3211 Fifth Avenue, San Diego, CA 92103-5718, SDCWA is an Equal Opportunity Employer.

EQUIPMENT FOR SALE

Elevated water storage tank available. Takers cost equals removal and site restoration. 250,000 gallons/131 feet of head. Contact: Jim Passanisi, City of Port Hueneme, CA. (805) 986-6566

The Existing Legal Framework for Intergovernmental Cooperation, Continued from page 14

• The county charter provides for the assumption and discharge of municipal functions at the request of the city.

The legislature has made the required authorization with respect to tax assessment, tax collection, and fire, police, ambulance, utility and street repair services, among other things (Government Code Sections 51334, 54980-54983).

In addition to city-county authorizations, the legislature has provided for a variety of other specific authorizations for intergovernmental agreements. These authorizations include, but are not limited to, agreements among public agencies for the construction and maintenance of sewers, water mains and electrical poles, agreements for the lease, pur-

chase and operation of rock quarries, agreements for the provision of mutual emergency aide, and agreements creating Joint Powers Insurance Agencies (JPIAs) (Government Code Sections 55002, 55300, 55500, and 8631, and Insurance Code Sections 980 - 980.8).

SPECIAL LEGISLATION

Sometimes the generic authorization is not enough. The Legislature has passed a number of bills authorizing either specific types of cooperation or specific agencies. These authorizations allow agencies to exercise "uncommon powers." Some authorizations are in the Joint Exercise of Powers Act itself. Others are elsewhere. An example of the former type of legislation, found in Section 4161 of the Food and Agriculture Code, allows the City of Napa and its local District Agricultural Association to build a bridge, acquire land, and do whatever else is necessary to establish the Napa Center for Wine,

Food, and the Arts facility. (The typical agriculture association is not in the bridge-building business.)

CONCLUSION

Our present state constitution provisions on separation of state and local powers and intergovernment cooperation were in part a response to state interference with local affairs far beyond the diminution of home rule that faces us now. The joint powers authorizations permit the evolution of locally motivated and designed cooperation, in response to the felt needs of the citizenry and free from design by remote control. The results are necessarily imperfect, because the participants are human. But by bringing local officials together, they create the larger communities that cannot be imposed from above. They let us act locally as we strive to think globally, even about municipal powers.

5. In circumstances where the "common power" limitation may pose a problem, agencies should err in favor of special legislation as such legislation may ease the worries of third parties, especially in bond financing matters.

agreement will be absolutely effective in eliminating exposure to third party claims. Otherwise, unhappy third parties may sue member agencies, resulting in expenses despite the express terms of the JPA.

NUTS AND BOLTS OF JOINT POWERS AGENCY FORMATION

Cities enter into a joint powers agreement as they do other contracts—the council votes to approve it. The agreement must identify the participating parties and the purposes of the agreement or the powers to be jointly exercised. It must then explain how this will be done

3. However, if the holder of one or more seats is designated by a private organization, there may be issues about unlawful delegation of powers. For an extensive, if not quite on point, discussion of the history of this issue, see *Howard Jarvis Taxpayers Association v. Fresno Metropolitan Projects Authority*, (1995) 40 Cal. App. 4th 1359, holding that not even the state legislature can delegate taxing authority to a body with members appointed by private organizations.

4. When seven cities in two counties decided to create a new agency to work on the funding and design of a new freeway to be built within their boundaries, they provided for non-voting ex officio seats for other agencies who did not or could not joint the authority, but whose participation would help. These included the local Cal Trans districts, local conservation districts, and a local council of governments.

(Government Code Section 6503). If it creates a new entity, that agency must promptly register with the Secretary of State (Government Code Section 6503.5). The agreement may detail how it will be funded and what contributions will be made in kind or otherwise (Government Code Section 6504). The agreement "...shall provide for strict accountability of all funds and report of all receipts and disbursements," and must identify who will be accountable for its property and handle its finances (Government Code Sections 6505, 6505.1, 6505.5, 6505.6). It may designate one of the contracting agencies to administer the agreement, or create a new board, or use a nonprofit organization to do so (Government Code Section 6506). The agreement may be for an indefinite duration, but it must provide for disposition of its property and return of surplus money when its work is completed (Government Code Sections 6510, 6511, 6512).

STRUCTURING A NEW AGENCY

If a new agency is to be created, how will it be governed? This information is spelled out in the Joint Powers Agreement, and in bylaws adopted by the new agency's board. Not all members of the governing

board need be elected officials, or even public employees.³ It is common for each contracting agency to have one or more seats on the board, but this is not required. There may be a one-agency, one-vote system, or weighted voting that reflects population, geographical area or financial contributions. There may be seats set aside for representatives of other government agencies.⁴

There may be specific rules requiring super-majorities or unanimous consent for certain activities, such as incurring expenses over a certain amount. The agreement may require the consent of the affected agency, for example, when levying assessments on its property owners. (See Streets and Highways Code Section 22529 including joint powers agencies among those agencies which can levy assessments under the Landscape and Lighting Act of 1972.)

BEYOND THE JOINT EXERCISE OF POWERS ACT

Cities and counties are authorized under the California Constitution Article XI, Section 8, to contract for the performance of city functions if either:

- The legislature provides statutory authorization for such cooperation, or

Continued on page 24

Special District Administration

- **YEARLONG SERVICE AND SUPPORT** Not just during the billing and collection period. Our custom-designed software calculates annual installments, penalties, revised debt service, lien-to-value ratios and more. We even track ownership changes, billing and payment histories, segregation activity and field inquiries from property owners and title companies.
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state and federal agencies. They may gain the ability to hire more specialized employees. (See "What the 1996 Telecommunications Act (And Other News) Means to California's Cities," in *Western City*, April 1996, for information on the successful use of JPAs in telecommunications negotiations.)

The Revenue Bond Exception

Joint powers agreements have been widely used as a mechanism for securing financing. Joint powers agencies have an independent power to issue revenue bonds for the construction of a wide range of public projects. Government Code Section 6546 contains a partial laundry list of such projects, and other sections in the act authorize specific projects or types of projects. In many cases, the bonds cannot be issued until the member agencies authorize the issuance by passing an ordinance which is subject to referendum (Government Code Section 6547). In addition, Government Code Section 6584 and following code sections specifically authorize the pooling of local bonds to reduce financing costs for the member agencies.

NEW AGENCY OR OPERATING AGREEMENT?

When should a joint exercise of powers include the creation of a new entity? If the undertaking will require policy decisions best made by elected officials, a new entity is needed. In fact, the opportunity for elected officials to meet together to direct research efforts and negotiate policy has become one of the prime purposes of joint powers agreements in the form of councils and associations of government. (One of the potential advantages of the new entity may be that it permits board members to have voting alternates attend when they are unable to do so.) Conversely, an agreement to provide traffic signal maintenance to an adjacent city which will in turn provide plan checking services for the building department does not require a new agency.

A second issue is administrative convenience. Is new staff needed? Is office space required? A group of government agencies can agree to jointly run their senior services and allocate a portion of the actual work to one or all of the participants. However, it may be preferable to create a new administrative structure. For example, for more than 30 years, three cities in the Pomona Valley have operated a mental health program under a joint powers agreement specially authorized by the Short-Doyle Act. (Welfare and Institutions Code Sections 5600 and following.) It is the joint powers agency that rents the space for clinics and hires the professionals who provide the services.

If the joint operation will require extensive contracting for services, creating a new legal entity to enter into those contracts will simplify the process. Similarly, if the program

includes application for federal, state or private grants, it may be simpler to create a new legal entity to act as a fiscal agent. (The criteria that funders use to award grants often favor such cooperative efforts.) And, if the purpose of the enterprise is to build a new physical facility and issue revenue bonds to do so, a new entity is virtually essential.

The third issue to consider is that a new legal entity may help to limit the exposure of the participating agencies to third party actions, such as tort claims, contractual debts or other liabilities. The basic rule is that joint

venturers are jointly and severally liable for liabilities incurred in carrying out the joint venture. This situation can be altered among the parties in a joint powers operating agreement without creating a new agency. However, a properly drafted joint powers agreement can create a situation where none of the constituent agencies are liable for the new agency's debts, liabilities and obligations (Government Code Section 6508.1). Only a well-run, adequately funded, and adequately insured entity with a properly written liability

Continued

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boards of education and superintendents of schools; cities; public corporations; public districts; and regional transportation commissions of California or any other state (Government Code Section 6500). Interstate JPAs must be with out-of-state agencies authorized to make such agreements by their own state governments (Government Code Section 6502). Both Nevada and Arizona have given such authorization. A California state agency or department must have the approval of the Department of General Services before it can sign a joint powers agreement

(Government Code Section 6501).

Joint powers agreements involving multiple levels and kinds of governments are not at all unusual. For example, the Lake Elsinore Management Authority, which manages an artificial lake subject to fluctuating water levels and conflicting demands, includes a city, a county, the State Department of Parks and Recreation, a municipal water district, a redevelopment agency, and a watershed authority which itself is a joint powers agency.

A city entering into a joint powers agree-

ment needs to consider the range of powers of its proposed collaborators in the venture. Cities are municipal corporations authorized by the state constitution and created by their own residents. Their police powers, to regulate and otherwise promote the public health, safety, morals and general welfare are broad but largely limited by their own geographical boundaries (see California Constitution Article XI). Cities also have the power under the state constitution to operate utilities and transportation facilities. This latter power includes the right to provide these services outside their boundaries unless another municipality is already providing the service and objects (California Constitution Article XI, Section 9b).

Counties, in contrast, are political subdivisions of the state government. Their principal task is to carry out state functions such as operation of the court systems, public health programs, and the public welfare system. They may carry out municipal functions (such as policing, operating a sewer system, or providing building inspection services) within cities only when state legislation or the county charter allow and the city agrees.

School districts and the various special districts are governments for more limited purposes; it is when seeking to cooperate with them that a problem of a missing power is more likely to be discovered.

THE COMMON POWERS LIMITATION

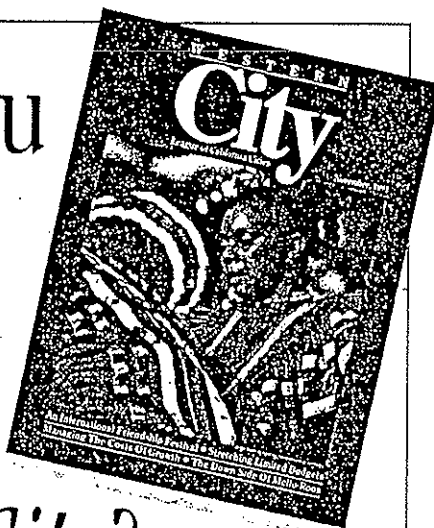
The principal limitation on authority exercised under JPAs is Government Code Section 6502: public agencies can enter into agreements for the joint exercise of "any power common to the contracting parties." This limitation prevents public agencies from obtaining new powers by entering into JPAs.

For example, if Agency A has powers to operate public parks and offer sanitation services, and Agency B has powers to run courts and public parks, they cannot jointly run courts. However, they can jointly operate cooperative parks, and recreation programs that are a normal part of such parks.

Members of the public who contract with a public agency, including one created by a joint powers agreement, are deemed to have knowledge of the limitations on its authority. Contracts outside the agency's authority are void, or at best, voidable. The rule exists to prevent *de facto* expansion of agency powers and to assure that everyone is interested in seeing that the law is followed. The consequences of entering into a voidable contract can be harsh for all parties concerned.

Agencies can increase the effectiveness of their existing powers by using JPAs. First, use of JPAs allows agencies to expand the geographic scope of their powers. Secondly, by combining forces, cities gain resources. They may gain leverage in the marketplace or with

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T H E

Existing Legal Framework F O R Intergovernmental Cooperation

by Wynne S. Furth and Jeffrey T. Melching

California cities have, under existing state law, enormous freedom to cooperate with each other, with counties, with special districts, and the state itself to advance their public purposes and exercise their common powers. Cities can contract with other government agencies to secure each other's services, jointly exercise their police powers, finance public projects, and discuss regional issues. They can do this with contracts of varying complexity between existing governments, or they can create entirely new entities. While some of these arrangements require special state or federal legislation, the majority come from the very simple and flexible generic rules of The Joint Exercise of Powers Act found, since 1949, at Government Code Section 6500 and following code sections.

THE JOINT EXERCISE OF POWERS ACT

The basic legal principals of the Joint Exercise of Powers Act are simple:

- All parties to a joint powers agreement must be public agencies;¹
- The agreement creates no new powers;
- Only powers common to all parties can be exercised under a joint powers agreement; and²
- Joint powers agreements may be simple contracts, or they may create a new agency or entity.

Using these principles, California's local governments have created hundreds of JPAs (either joint powers agreements or joint powers agencies) to achieve public goals.³ When cities perceive that they cannot effectively or efficiently tackle a prob-

lem alone, JPAs offer an option for solutions through interagency cooperation.

QUALIFYING PUBLIC AGENCIES

The Joint Exercise of Powers Act defines public agencies as including, but not being limited to, the United States and any of its departments or agencies; California and any other state and any state departments or agencies; counties; county

Continued

1. There is authorization for a joint powers agreement for insurance pooling between public agencies and private providers of day care (Government Code Section 6516.7). There is also authorization for risk pooling agreements between a joint powers agency and certain nonprofits involved in the conduct of fairs. There are also statutes authorizing specific public/private alliances.

2. Government Code Section 6503.7 has, since 1972, required that any new agency or entity created by a joint powers agreement be registered with the Secretary of State. That office estimates that it has more than 1400 such registrations on file. Some may be inactive, and there is no central registry for the many joint powers agreements that do not create separate entities.

Wynne S. Furth is a partner in the law firm of Best, Best and Krieger, at its Ontario office, and city attorney for the City of Claremont. Attorney Jeffrey T. Melching is an associate with Best, Best and Krieger's Ontario office.

Section IX

Public Opinion Surveys

The study required a sampling of public opinion through public forums and by telephone survey. This part of the report deals with the results of this public opinion research.

A) Forums

Two forums were held. One, in Del Oro High School at Loomis was attended by 21 persons. One, in Granite Bay at Eureka school was attended by 52 persons.

1) Loomis Forum

This meeting was attended by persons primarily involved as sponsors of youth sports programs or adult recreation services providers. Members of the general public either did not attend or did not identify themselves.

Response from those attending was not positive. Youth sports sponsors expressed no concerns with their scheduling, use of fields or management of games. They did not believe that a new player in the recreation delivery system (i.e., the proposed district) would improve conditions. Further, present arrangements for youth sports are made through individual school districts and there was a belief that a new district would either not be acceptable to the school officials or would simply escalate costs for field uses without any measurable improvement over current conditions.

A sponsor of Little League expressed concern that a new district would require more paper work, more bureaucracy and less personal contact with sponsors.

The other major comment made (by several persons) was that before any effort is made to seek voter approval for a new tax there should be an exhaustive effort made to find other revenue sources. These same speakers warmly endorsed privatization as a means that might be examined closely.

Other comments were non-specific or were of a nature that could not be answered at the time, such as : What were the results of the survey? What will the Board of Supervisors do with the study when completed? Has the Del Oro High School agreed to participate in shifting their recreation functions over to a new district?

2) Granite Bay Forum

Attendees were attracted to the regular meeting of the Granite Bay Municipal Advisory Committee. Good interaction took place. From the roster it was determined that some recreation specialists and sponsors of youth sports were present.

Responses from attendees covered the following:

- How do park and recreation improvement standards for Placer County general plan compare to the National Park and Recreation Association standards?
- Should there be three sets of standards--one for rural areas, one for urban and one for semi-urban areas?
- The district, if formed, should not be called "Del Oro".
- If the district is formed and a special tax is approved, the household cost of a tax should be discounted to allow credit for single occupants or dual occupancies against family occupancy.
- How do private recreation facilities fit into the assessment of future needs? In other words, how do we know the private sector will not fill in the needs if there is a market for them?
- Many persons commute for recreation, either to Sacramento County opportunities or to the northerly part of Placer County. How has this factor been considered in the study?
- Present arrangements for youth sports seem to be working well. How would a district improve upon those arrangements? Likely there would be a third party to be involved, more paperwork to consider and loss of direct contact with school officials.
- How will the public be able to participate in discussion on the subject of a district formation when the Board of Supervisors takes up the matter?
- It was estimated that the cost per year per person is \$3. How much does this mean per household per year? (Answer is dependent upon household occupancy; planners assume three persons per household which would mean \$9 per year per house. The study proposes a fee of \$24 per house per year.)
- The estimated special tax per house per year appears moderate and could be supported locally. How much higher would that tax have to be to allow for a waiver of user fees for access to park and field facilities? (Answer is waiver of user fees would require a fee of \$75 to \$90 per house per year depending on the number and frequency of programs.)
- What incentive exists to encourage school districts to transfer facilities maintenance to the proposed new district?
- Either county staff before forming a district or the district staff after formation should make all efforts possible to generate revenues without seeking voter approved taxes. Comments were made on a perception that no taxes would find voter support.

B) Telephone Survey

The survey was conducted within the four zones established for the study. Within each zone a roster of registered voters who have voted in the last four elections was obtained. Calls were placed at random within this group of persons. These calls were as follows: Zone 1, Granite Bay: 354 households polled; Zone 2, Loomis: 103 households polled; Zone 3, Penryn-Horseshoe Bar: 116 households polled; and Zone 4, Ophir/Newcastle, 93 households polled. The results of this survey were validated and show an error rate of plus/minus 4%. This means that any answer given is within 4% of what the answers would be if everyone in the entire study area were to answer the same question.

A full tabulation of the survey questions and a demographic profile of those answering the questions is attached to this report as an appendix, but due to the volume of this material it is printed as a separate document and is not a part of this document. Following is a brief summary of the survey results.

- 1) There is strong support to form a district that would provide park and recreation services.
See Table 42 -- 57% yes, 22% no
- 2) Because of the very strong interest in open space preservation it would appear to be advisable to designate the district as an open space provider and offer recreation services secondarily.
See Table 16 -- 82% yes, 10% no
- 3) A strong majority favors an elected board over an appointed board even if there is a cost to taxpayers for the election process.
See Table 43 -- 66% yes, 18% no without tax cost; 60% yes, 18% no with tax cost
- 4) There is strong support for the park system to be connected by bikeways or pathways.
See Table 48 -- 84% yes, 10% no
- 5) There is strong support for seniors programs, senior meals and a senior center.
See Tables 17, 18 and 20
- 6) 82% of respondents had no trouble finding sports fields for use. Of those that had trouble, 74% had trouble finding a field for youth sports and 81% had trouble finding a field on three or more occasions.
See Tables 14, 15 and 38
- 7) There is support for a \$2 per household per month tax and less support, but still more than 50% of the voters, to establish a tax of \$3 per household per month.
See Tables 10, 11 and 12 -- \$2 fee 81%; \$3 fee 63%

The detailed analysis of the phone survey results will show approval rate for each question by age group, male and female voters and likelihood of voting on the specific question asked. Please note that the survey is the property of Placer County Parks Division and their consent should be obtained to reproduce any part of the survey results.

Section VII

Financial Plan

Appendix C, page A-3 (Funding Options and Alternatives) sets forth a variety of revenue sources to meet the unmet needs of park and recreation for South Placer County. From this buffet it is necessary to fill a plate with a proper balance of nutritional (meaning financially sound) and balanced choices. It is believed this can be done through use of the following:

- User Fees
- Impact Fees
- Grants
- Foundation Assistance
- Volunteer Services
- Contract Agreements
- Limited use of Parcel Fees and/or Special Taxes through use of Community Facilities District (Mello-Roos Districts) financing
- Gifts and Dedications

Revenues Not Considered to be a General Tax

There are revenues available that do not fall into the category of a general tax. The South Placer County park and recreation district should plan on relying on those non-tax resources wherever possible. This objective requires a strategy of partnering with other agencies that are involved in park and recreation services as well as maximizing public participation at every step of the way. As trust and confidence builds, the communities desiring added services will step up and support alternative financing at the time at a level that is deemed to be necessary. The target here is not to have a public agency reach its hand out, but to have the customers needing services from the agency deliver funding to the agency to accomplish the mutually evolved program. This approach is best achieved on a neighborhood by neighborhood basis. The district can serve as the medium through which the neighborhoods achieve their needs. The district must constantly focus on customer services, develop surveys and monitor attitudes to avoid lethargy and an apathetic mind-set.

There are four types of non-tax resources that warrant attention in this summary. They are: impact fees, user fees, Quimby Act dedications and grants.

- **Impact Fees:** These are charges on the construction of new housing to reflect a proportionate share of the cost of facilities expected to be used by the housing occupants. The concept approved by the state legislature is that existing residents should not have a burden to pay for expansion of facilities (in this case recreation structures such as ball parks, play fields and the like) that have already been paid for. The idea being that new residents should carry their fair share of cost to enlarge facilities to accommodate their probable use. Impact fees are not presently

collected by Placer County for the unincorporated area of the study area. Such fees are collected within the Town of Loomis. It is recommended that the new district, as soon as possible after formation, undertake a capital equipment and facilities study to show future impacts on existing parks and develop an impact fee for approval by Placer County. The district cannot impose fees but they can recommend adoption of fees to the Town Council and the County Board of Supervisors and, in turn, those agencies can enter into an agreement to administer the fee program along with issuance of building permits. The present fee collected by the Town of Loomis does not meet the Town's anticipated demands for facilities based upon population growth and the Town is currently re-evaluating their fee schedule.

- **User Fees:** These are fees charged for the use of recreation facilities and services. These are standard in the recreation industry and are intended to reflect the cost of service for specific user groups. Examples include charges for use of ball fields that will finance lighting, maintenance and score keepers/officials; fees for entrance to public swimming pools; reservation fees for picnic areas in regional parks; etc. It is recommended that the district adopt a fee schedule that reflects actual costs for the management of recreation services and the maintenance of facilities used for recreation functions. However, in order to avoid loss of crucial volunteer services, the district should endeavor to find a means of crediting team sponsors for partial fee payment where volunteer maintenance is undertaken. The district should review its fee schedule annually to be sure that as costs escalate the fee schedule keeps pace and that volunteer services are properly valued. These fees can be adopted by the district through ordinance and resolution procedures. It is proposed later in this report that the district contract with Placer County to provide for district management of recreation activity on county park lands. The county should permit the district to charge fees for this service so that the cost of field maintenance and recreation management can be paid by the users of those services. The management of recreation activity means that as teams (organized or impromptu activity) use county park lands for sporting activity the district would provide score keepers, referees and grounds maintenance. This is an increase in service level over what is currently available but should be paid for entirely by users and not general taxpayers.
- **Quimby Act Dedications:** State law, known as the Quimby Act, permits public agencies engaged in park functions to impose a requirement on subdivision development whereby either land or cash equal to the land cost is dedicated to the public agency as a condition of permit approval. The present ratio of dedication is five acres of passive park lands per 1,000 population served and five acres of active park lands per 1,000 population served. If the size of the development prevents land dedication, or if there is no suitable site available for park use, the developer may contribute cash equal to the cost of furnishing the acreage required for dedication. The county presently collects a fee per residence of approximately \$1200 subject to an annual adjustment reflecting cost price index changes. This

same policy of implementing the Quimby Act should be kept in place by the district proposed to be formed.

- **Grants:** This is a revenue source that is self-explanatory. It refers to the application for financial assistance from private foundations, state government and federal agencies. The district will not be expected to rely upon taxation at the start and will of necessity need to devote considerable time and energy to maximize every grant opportunity that is available. The Sacramento Kings Foundation, for example, conducts an annual competition for area groups to seek limited financial assistance so long as the aid is related to recreation activities. This is one source of funds that should be vigorously pursued. Other private sector foundations that contribute to recreation activities include: Pacific Bell; Arco; Bank of America and McDonald's.

Authorize District Formation Without Taxing Power to Start

If the gradualism approach is adopted, there is no need to seek voter approval for taxing powers at start up for the district. It is recommended, therefore, that the Board of Supervisors initiate district formation proceedings and that voter authorization to approve funding authority be deferred for three years. During that interval the district can earnestly seek full use of alternative revenues and with the responses from its customers decide whether to abandon the park and recreation effort or to seek some form of permanent financing, either on a limited, zone basis or area wide.

Obtaining Tax Allocation From Existing Tax Limits is Difficult

For information it must be observed that if the district is formed with voter approval and were to seek an allocation from the general property tax collected by Placer County, a major negotiation effort is required. The overall tax on real property is limited to \$1.00 per \$100 of assessed valuation by the state constitution. All existing agencies share in that \$1.00 according to an arcane formula that responds to historical tax levies, legislative mandates and other factors. These agencies include the county, school districts, fire districts, water districts, cities and such other taxing authorities that may be present in selected areas of the county. In order for a brand new agency to share in that \$1.00 of tax revenue, it is necessary to negotiate a tax sharing agreement with each agency that is asked to relinquish a share of its present allocation.

There are two established procedures for sharing the tax allocation. One is to seek a share of the current tax base. That is, an allocation within the collection of taxes against the aggregate assessed value existing at the time the new district is formed. This is known as the property tax base. Two, is to seek a share only for the new values added to the tax roll after formation of the new district. This latter procedure is less damaging to the existing agencies because it does not require them to surrender existing income but only to share in future growth that has not yet been received. Entering into these tax sharing negotiations with the various entities now authorized to collect property tax is both a time consuming and very arduous process.

It is our recommendation that the time and energy required for these negotiations is better spent in delivering needed park and recreation services with whatever resources are otherwise available. If the district can establish a viable track record that should encourage voter support for any future tax be it limited to a zone or levied throughout the district.

It was not possible to estimate the aggregate assessed valuation of the study area. Therefore, it is impossible to estimate the possible revenue from a general property tax of one cent per \$100 assessed value. However, given the constraints summarized above regarding such a general tax based upon property value it is not recommended that this source of financing be considered at all.

Special Tax Process Summary and Recommendation

If and when the district and its customers believe it is timely to seek general support from all taxpayers, it is recommended that the approach be to impose a special tax upon each dwelling unit. There are approximately 10,000 dwelling units within the study area. A charge of \$2 per month, or \$24 per year per dwelling, would return \$240,000 per year. This type of special tax is easier to collect and to measure in terms of fairness than a tax based upon assessed value. Every household has equal access to recreation facilities and services and can, therefore, be reasonably expected to pay for that access. The basic fee charged per household would, of necessity, be used to pay for basic services common to the entire district such as administration, insurance, planning for services, customer attitude surveys, legal advice and public meeting accommodations and noticing. At such time that customer responses and demand for services require additional financing on an across-the-board basis, it is recommended that this type of special tax per household be considered for voter approval. Again, it must be emphasized that this type of special tax requires approval by 2/3 of those voters who vote on the issue. ***But, it is our opinion that voter approval for a special tax should be deferred for three years following formation of the district.***

California voters in 1996 amended the state Constitution regarding the procedures for managing special taxes and assessments. Two separate voting procedures are established: one for assessments and one for special taxes.

A property assessment requires approval by property owners instead of registered voters. A majority vote must be obtained but not in numbers of owners voting. The process assigns a vote to each dollar of proposed assessment and once 50% plus one dollar has been voted in favor of the proposal it is established. The assessment can be for a limited or for an unlimited time and may have an inflation escalator. The assessment must be shown to have a benefit to property and a registered engineer must certify that the benefit has been determined in accordance with a fair and reasonable formula. If the assessment is for retirement of a long term obligation such as a lease-purchase agreement, the assessment cannot be challenged until the obligation is retired. If the assessment is not for a long term debt the assessment may be challenged from year to year through an initiative process that requires resubmittal of the issue to voters.

A special tax on property requires approval by 2/3 of those voting on the issue. The election can be a special election or coordinated with a general election. Voting can be by mail or in the

traditional method voting in person. The special tax need not be shown to have a benefit to each property. The tax can be for a fixed or unlimited term and can have an inflationary escalator. The continuation of such special tax, however, is subject to an initiative process that can be undertaken at any time. The Constitutional amendment allows such initiative to require resubmittal of the tax measure to the voters and a re-authorization of a 2/3 majority to be obtained. This can result in jeopardy to long term operational commitments made by the agency levying the special tax without dynamic and effective public participation in agency programs.

Contract Agreements for Initial Start-up

Of the several revenue sources listed above, the one that offers immediate opportunity is the one designated as contract agreements. Placer County has a regional park and some community parks that require operation and maintenance. The new district could consider contracting with the county to manage those responsibilities as a first step in becoming a viable service delivery agency. For example, a regional park is located midway between Penryn and Loomis adjacent to I-80—the Loomis Community Park, currently owned, operated and maintained by the county. Although it is not likely that the county would contract out the operation and maintenance responsibilities, the county could contract with the district to provide for such recreation activities that take place on the park. At such time that the district establishes its own independent source of financing, the district could negotiate with the county for transfer of ownership and become the agency responsible for perpetual maintenance.

The Town of Loomis also has a park they are responsible for: Sunrise-Loomis Park. The Town has no dedicated revenue source to support this park, but the Town does provide a general fund budget allocation each year to finance the maintenance. The new district could negotiate a contract agreement with the Town to assume the burden of maintaining the Sunrise-Loomis park in exchange for the funds currently budgeted for that purpose. The district could then proceed to demonstrate its effectiveness and possibly move toward formation of a zone of benefit for the immediate park area that could be supported by local voters in providing a form of dedicated revenue to reduce or limit the annual contribution by the Town from its general fund. The district could also agree to provide on-going maintenance and operation of other Town of Loomis parks as they are established during the process of developing new residential subdivisions.

Similar agreements may be possible with the school districts. The concept being to contract for operation and maintenance in exchange for the opportunity for non-student use when school is not in session.

Volunteer Services

Recreation sponsors are currently offering a high degree of very valuable volunteer services. These volunteer activities should be encouraged and expanded upon wherever possible. Indeed, capturing the spirit of volunteerism will guaranty success of the district and all of its endeavors including establishment of a permanent funding source.

The volunteer program may require coordination from a paid staff member and the initial budget for the proposed district provides for this, subject to the discretion of the first board of directors of the district.

There are several organized sources of volunteers that can be enlisted for a variety of important responsibilities. These include the California Conservation Corps (CCC); the Placer County Sheriff's work detail; CalTrans work details and the Placer Independent Resource Services. These organizations offer volunteer labor for several different purposes all of which are appropriate to the parks and recreation program.

Foundation Support

A foundation already exists in the Loomis area. It is the Loomis Basin Parks and Recreation Foundation. This organization has been steadfast in their support for the advisory committee formed prior to the start of this study. Their role in support of the proposed district can be pivotal. It is suggested that the Foundation work closely with the Board of Directors if the Board of Supervisors proceeds to form the proposed district.

Many communities have found considerable success in organizing park and recreation foundations. Not only can individuals subscribe to a foundation for positive income tax benefits but so too can corporations. Both state and federal laws permit a corporation to receive a tax credit for contributions to a foundation with a municipal purpose.

These contributions must be made from net profits but entitle the contributor to a positive outcome in terms of potential tax liability. This opportunity is not well known to persons and organizations that are strong potential backers of recreation programs. Therefore, the district and its volunteers will need to dedicate a corps of persons to this specific activity. Experience with the development and presentation for foundation support in the past has demonstrated that the most effective "sales staff" for the public agency is not paid employees of the agency, but citizen volunteers who are motivated to take their time to promote sponsorship of the function that needs financial help.

The Cameron Park Community Services District is currently organizing a foundation for parks and recreation. Other municipal purpose agencies that have done this already include the City of Brea (Orange County), the City of Waterford (Stanislaus County) and the City of South Lake Tahoe (El Dorado County). Considerable energy is needed to develop effective marketing tools for the foundation and to present the purposes of the foundation to specific potential contributors. But this effort, notwithstanding the time required, has substantial merit and must be a major undertaking of the district that is formed.

Section VIII

Business Plan

A) Mission Statement

The purpose of the South Placer Park and Recreation District is to enrich the opportunity for all citizens to participate in a variety of passive and active park and recreation facilities, services and activities for all age groups in a safe and environmentally sensitive manner. To offer opportunity for personal and team sports, outdoor activity, safe, affordable, planned and professionally supervised recreation programs and services within in an environment of community participation and enjoyment.

B) Objectives

- Fiscal stability
- Political stability
- Increased opportunity for park and recreation experiences
- Reliability of park and recreation services for all persons

C) Goal Statement

To develop a strong public-private partnership that will lead to sustained and vigorous multiple purpose recreation, park and open space enjoyment:

Policies to Implement Goal Statement

1. To develop a reliable mix of revenue sources to achieve an equitable and affordable program of services.
2. Pending availability of a reliable, long term source of financing, to work with Placer County staff in the implementation of recreation elements of the various community plans within the district and in conformance to the County General Plan.
3. Upon approval of a long term revenue source, prepare a master plan for parks and recreation programs and services that will complement existing community plans and the County General Plan and represent a more detailed implementation of the recommendations set forth in this study.
4. To establish and maintain an effective and balanced relationship with other public agency providers of recreation services including, but not limited to, California State Department of Parks and Recreation; Sierra Community College; Placer County; Town of Loomis; Cities of Rocklin and Roseville; Placer County Unified School District; Auburn

Recreation District; Dry Creek Conservancy; and the elementary schools within the District.

5. The initial effort to develop a recreation program will be done through a cooperative agreement with Placer County whereby the district contracts to provide such recreation on county parks as may be authorized and is responsible for scheduling of such uses. The district is expected to impose a fee schedule for such services that is equal to or greater than the fees currently charged by the county.
6. Organize an advisory committee consisting of all district partners, public and private.
7. Develop a regular set of workshops with advisory committee and governing board members to develop and implement future programs.
8. Build and maintain voter support for approval of a permanent financing source within 36 months of District formation.
9. Develop and sustain capability of governing board to conduct a dynamic and consistent program of service independent of financial support from other public agency service providers.
10. Establish cooperative planning and joint use of existing private and public recreation resources.
11. Seek grant assistance from appropriate private foundations.
12. Develop a reliable and dynamic volunteer services effort to achieve the needs of youth, young adults, seniors and those with special needs.
13. Design, build and maintain a multiple use recreation center with a wing dedicated to senior activities.
14. When a permanent and reliable revenue source becomes available, enter into contracts with the Town of Loomis, school districts and Placer County Service Areas to assume responsibility for maintenance and operation of the park facilities that are operated within the boundaries of the new district.
15. Assume ownership and operation of parks, trails and open space areas currently owned by Placer County, including public liability risk coverage, provided that a positive and on-going revenue source is available to finance operation and maintenance of such facilities.
16. Establish a viable set of benchmarks and performance indicators which will allow the governing board to monitor the results of services provided by the District.
17. Seek in all ways to develop a strong, independent and reliable public service that is separate and distinct from Placer County government notwithstanding temporary staffing,

technical or contractual assistance that may be available from the county with cost reimbursement.

18. Work towards inter-agency cooperative agreements with the Cities of Roseville and Rocklin to maximize use of available systems and resources and minimize duplication of effort.

Summary

Long before this study, Placer County parks division has provided reliable, high quality park operation and maintenance. They still are. Therefore, a newly formed district need not proceed at once to assume responsibility for park operations all at once. That can evolve over time as the district gains experience and community support. This report, therefore, focuses on the recreation services not now available and which are found to have an unmet need throughout the study area.

It is our recommendation that the district be established, either for part or all of the study area, but that its initial functional responsibility be limited to recreation services and open space management.

The budget presented in this action plan is based on a premise that parks are well served and can continue as they are, but that a new district must reach out to provide the services not now available at the level that has been shown to be desired in the community.

D) Budget Requirements

1) Expenditures

<i>Proposed Five Year Budget</i>					
<i>Category</i>	<i>Year 1</i>	<i>Year 2</i>	<i>Year 3</i>	<i>Year 4</i>	<i>Year 5</i>
Personnel Services:	\$ 85,000	\$128,250	\$134,660	\$216,200	\$229,165
Services/Supplies:	12,000	12,500	14,400	15,500	16,275
(Includes rent, utilities, travel, insurance, memberships, etc.)					
Open Space Management ¹	--	--	--	135,000	125,000
Admin. Support Services	--	7,500	7,875	8,300	8,700
Senior Programs	--	--	--	65,000	75,000
Other:					
Capital Outlay	--	6,500	7,000	5,000	5,000
Construction Reserve	310,000	671,000	396,000	396,000	396,000
Contingency Reserve	3,500	5,000	5,550	55,000	53,600
Loan Repayment	--	--	10,000	50,000	46,000
<i>Total</i>	\$410,500	\$830,750	\$575,485	\$946,000	\$954,740

¹ Estimated cost of \$3,000.00 per acre per year.

Granite Bay Community Plan Area
Projected Capital Improvement & Operational Costs for Park and Recreation Facilities

YEAR	Parkland Acquisition Costs (x cost per acre)		Projected Development Costs (x cost per acre)		Projected Maintenance & Operational Costs (x annual costs)	
	Active @ \$75,000/ac.	Passive/Open Space @ \$10,000/ac.	Active @ \$100,000/ac.	Passive/Open Space @ \$5,000/ac (2)	Active @ \$10,000/ac.	Passive/Open Space @ \$2,000/ac
1996	63.4 ac.= \$4,755,000	50.5 ac.= \$505,000	63.4 ac.= \$6,340,000	50.5 ac.= \$252,500	63.4 ac.= \$634,000	50.5 ac.= \$101,000
2000	75.9 ac.= \$5,692,500	63 ac.= \$630,000	75.9 ac.= \$7,590,000	63 ac.= \$315,000	75.9 ac.= \$759,000	63 ac.= \$126,000
2005	93.9 ac.= \$7,042,500	81 ac.= \$810,000	93.9 ac.= \$9,390,000	81 ac.= \$405,000	93.9 ac.= \$939,000	81 ac.= \$162,000
2010	115.4 ac.= \$8,655,000	102.5 ac.= \$1,025,000	115.4 ac.= \$11,540,000	102.5 ac.= \$512,500	115.4 ac.= \$1,154,000	102.5 ac.= \$205,000

Notes: 1) Park acquisition and development costs displayed are for total acreages identified for each period/years. They are not cumulative.

2) Includes amounts for trails, interpretative signage and staging areas.

Horseshoe Bar-Penryn Community Plan Area
Projected Capital Improvement & Operational Costs for Park and Recreation Facilities

YEAR	Parkland Acquisition Costs (x cost per acre)		Projected Development Costs (x cost per acre)		Projected Maintenance & Operation Costs (x annual costs)	
	Active @ \$75,000/ac.	Passive/Open Space @ \$10,000/ac.	Active @ \$100,000/ac.	Passive/Open Space @ \$5,000/ac (2)	Active @ \$10,000/ac.	Passive/Open Space @ \$2,000/ac
1996	9.6 ac.= \$720,000	None Req'd.	9.6 ac.= \$960,000	None Req'd.	9.6 ac.= \$96,000	44.4 exist. ac.= \$88,800
2000	11.3 ac.= \$847,500	None Req'd.	11.3 ac.= \$1,130,000	None Req'd.	11.3 ac.= \$113,000	44.4 exist. ac.= \$88,800
2005	16.1 ac.= \$1,207,500	None Req'd.	16.1 ac.= \$1,610,000	None Req'd.	16.1 ac.= 161,000	44.4 exist. ac.= \$88,800
2010	22.4 ac.= \$1,680,000	None Req'd.	22.4 ac.= \$2,240,000	None Req'd.	22.4 ac.= \$224,000	44.4 exist. ac.= \$88,800

Notes: 1) Park acquisition and development costs displayed are for total acreages identified for each period/years. They are not cumulative.

2) Includes amounts for trails, interpretative signage and staging areas

Ophir-Newcastle Community Plan Area
Projected Capital Improvement & Operational Costs for Park and Recreation Facilities

YEAR	Parkland Acquisition Costs (x cost per acre)		Projected Development Costs (x cost per acre)		Projected Maintenance & Operation Costs (x annual costs)	
	Active @ \$75,000/ac.	Passive/Open Space @ \$10,000/ac.	Active @ \$100,000/ac.	Passive/Open Space @ \$5,000/ac (2)	Active @ \$10,000/ac.	Passive/Open Space @ \$2,000/ac
1996	25.6 ac.= \$1,920,000	30.5 ac.= \$305,000	25.6 ac.= \$2,560,000	30.5 ac.= \$152,500	25.6 ac.= \$256,000	30.5 ac.= \$61,000
2000	27.6 ac.= \$2,070,000	32.5 ac.= \$325,000	27.6 ac.= \$2,760,000	32.5 ac.= \$152,500	27.6 ac.= \$276,000	32.5 ac.= \$65,000
2005	30.6 ac.= \$2,295,000	35.5 ac.= \$355,000	30.6 ac.= \$3,060,000	35.5 ac.= \$177,500	30.6 ac.= \$306,000	35.5 ac.= \$71,000
2010	37.6 ac.= \$2,820,000	42.5 ac.= \$425,000	37.6 ac.= \$3,760,000	42.5 ac.= \$212,500	37.6 ac.= \$376,000	42.5 ac.= \$85,000

Notes: 1) Park acquisition and development costs displayed are for total acreages identified for each period/years. They are not cumulative.

2) Includes amounts for trails, interpretative signage and staging areas

2) Revenues

<i>Proposed Five Year Budget</i>					
<i>Category</i>	<i>Year 1</i>	<i>Year 2</i>	<i>Year 3</i>	<i>Year 4</i>	<i>Year 5</i>
Contractual Services ²	\$ --	--	--	--	--
User Fees ³	--	47,350	50,000	55,000	60,500
Grants ⁴	--	107,400	56,610	50,000	53,240
Quimby Act ⁵	250,000	550,000	275,000	275,000	275,000
Impact Fees ⁶	60,500	121,000	121,000	121,000	121,000
Start up Loan	100,000	--	--	--	--
Donations	--	5,000	5,000	5,000	5,000
Project Management ⁷	--	--	67,875	200,000	200,000
Carry Forward, Prior Years	N/A	N/A	N/A	N/A	N/A
Special Tax ⁸	--	--	--	240,000	240,000
Total	\$410,500	830,750	575,485	946,000	954,740

² Cannot be estimated but will equal costs for services also not estimated.

³ Projected user fees are based on full use of current fields plus expected new fields being built and the conduct of four tournaments per year.

⁴ Estimated from foundation sources available for recreation purposes.

⁵ Assumes continuation of Placer County schedule and completion of projects in planning stages. Volume and timing of development can change these estimates.

⁶ Assumes continued level of residential construction equal to average of prior three years. Timing and volume of construction can change estimates.

⁷ Assumes ability to begin operation of one or more projects from the listed choices.

⁸ Assumes availability of project management. Without this revenue source, specialty tax would need to be increased from \$24 to \$30 per year.

Work Plan —

First year costs should be paid by a start-up loan with repayment in future years. Initial hiring should be a volunteer services coordinator (full-time), a receptionist and general manager (each part-time, first year only). Housing should be arranged from existing public or private agencies. Foundation grant search is an immediate task to assure cash flow starting year two.

General manager is responsible for developing outdoor recreation programs starting year two (schedule fields, recruit officials, set registration fees, coordinate with team sponsors/schools, etc.).

Construction expenses should be deferred pending adoption of capital improvement program. Reserves for future construction are earned from Quimby Act and new development impact fees and are estimated from planned development activity.

Open space and senior activities are deferred until year four to provide time to plan and organize and to receive grant funds.

The five year budget amounts to \$3,717,475 with \$2,169,500 dedicated to construction of facilities, and \$1,547,975 proposed for administration and recreation program management.

3) Discussion of Budget Summary

The above proposed five year budget is based upon a number of assumptions. These are summarized as follows:

- a) Costs and revenues are not shown for contractual services with existing service providers. The district may contract with Placer County, Town of Loomis, school districts and Sierra Community College to operate and maintain parks, county service areas and other facilities. These agreements will be self financing in that the income for services rendered will equal expenditures. It cannot reasonably estimated when the district will be able to enter into these agreements nor can it be estimated which agreements will start first. Therefore, no costs or revenue projections are offered for these purposes.
- b) The estimated budget is only for new services. That is, costs for services not now provided by other entities.
- c) As supervised recreation programs/services are undertaken by the district they will be self financed from user fees. As an example, senior services are not now available and a high demand has been shown exists for such services to be provided. As the district undertakes this type of function, the district would seek state grant assistance and charge user fees for the net local costs. Therefore, the budget shown excludes any line items that reflect this type of new service where revenues are available. Similarly,

if a recreation supervisor is employed for specific recreation programs (i.e., martial arts training) the supervisor would be an independent contractor with no district payroll expense and all costs would be paid by those benefiting from the program.

- d) Staffing for the district is expected to be provided by independent contractors wherever possible. The minimum employee staffing required for start-up operations as shown in the above budget is as follows:

<u>Position</u>	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>
Volunteer Coordinator	1.0	1.0	1.0	1.0	1.0
General Manager	0.5	1.0	1.0	1.0	1.0
Recreation Program Supervisor	-	-	1.0	1.0	1.0
Office Technician	<u>0.5</u>	<u>1.0</u>	<u>1.0</u>	<u>1.0</u>	<u>1.0</u>
Total	2.0	3.0	4.0	4.0	4.0

- e) A special tax will be approved in year three with income available in years four and five.
- f) Start-up loan repayment will be amortized in three years with interest. This repayment program begins in year three in the amount of \$10,000, and continues to year four in the amount of \$50,000, and concludes in year five with a payment of \$46,000. Source of loan funds to be determined.
- g) Start-up costs should be jointly shared. The town of Loomis and Placer County should share these expenses in proportion to the service area of benefit.
- h) Administrative support services will be provided on a cost reimbursement basis by others. This includes payroll processing, audit, accounting services, personnel services, risk management and legal counsel. Rather than creating a new bureaucracy, it is recommended that the district purchase support services from public or private providers.
- j) Summary of County costs for district formation and operation:

Formation and election expense	\$ 53,672*
Loomis Community Park	
Operation first three years	600,000

***Note:** Formation and election costs to be repaid over time.

4) **Budget Projects to Develop a Revenue Base**

There are a variety of special projects that can be revenue generators and assist the District in achieving fiscal viability. Following are three suggestions that warrant serious consideration: family golf center; credit card circulation; special events.

a) Family Golf Center

Sierra College has land intended for recreation uses, but not improved. This site is ideally suited for a family golf center. This type of operation can be franchised to an operator or run by District staff. The former is recommended. Land rent would be paid to Sierra College and the District would receive franchise fees. Based on comparable operations, it is estimated that the District could have a positive source of non-tax revenues after payment of operation and maintenance costs.⁹ This type of recreation facility incorporates a point-to-point golf course or a compact golf course, volleyball court, putting course and family entertainment into a composite center. Food, beverage and sundry products are also available for sale. Reception and chartered functions can also be located in the center as market demands dictate.

If a full, 18-hole golf course is preferred over a point-to-point or compact course, development costs would be higher and anticipated revenue is lower at \$158,000.¹⁰

b) Credit Card Circulation

The District can issue "local pride" credit cards. The District can earn 0.5% or 1.0% of purchase amounts, a portion of interest and/or a portion of the annual fee depending on the issuer. South Orange, New Jersey, has earned \$3,500 per month from its local pride card. The Community National Bank in Westmont, New Jersey, has raised \$250,000 for that city.¹¹

c) Special Events

These events can be of any variety from a classic auto show, quilting contests, model train exhibits, antique sales, crafts shows or prepared food contests (chili cook-off, ribs challenge, wildlife feed, etc.). Park area can

⁹ Based on pro-forma prepared by Community Golf, Dallas, Texas.

¹⁰ Estimated operating cost for nine months of operation using National Golf Foundation data.

¹¹ Kiplinger's Finance Magazine, February, 1996.

be used and the event sponsored by private groups renting the park. Car shows have been particularly strong fund raisers for the South Tahoe Park Department and the Cameron Park Community Services District. A conservative estimate of revenue is \$1,500 per event, with four events per year catering to separate interests or activities.

E) Performance Indicators

1) Outputs

- Acres Maintained (does not apply to county parks; only parks operated by district)
 - Developed Parks
 - Undeveloped Parks
 - Floodway and Open Space Area
 - Parkway/Median Areas
- Number of Major Facilities Operated (buildings, sports fields, etc.)
- Number of Developed Parks Operated In:
 - Neighborhood
 - Community
 - District
 - Regional
 - Community Centers
- Number of People Attending Facilities
- Hours of Vandalism Cleanup
- Adult and Youth Programs Managed
- Number of Participants
- Projects in Planning Stages
- Financial Resources Committed to Planned Projects

2) Outcomes

- Acres of Developed Parks per 1,000 Population
- Customer Satisfaction Survey 75% of users indicating service was "good" or better
- Number of Park Users
- Park Safety (number of citations issued). Placer County Sheriff polices park areas and issues citations, but this measurement is an important one for park management purposes
- Average Cost per Acre per Month for Maintenance
 - Developed Acres
 - Undeveloped Acres
- Maintenance Cost per Hour
- Cost per Capita
- Personnel per 1,000 Population

- Cost per Recreation Participant
- Number of Volunteers
- Benchmarks for Use by District When Formed
(based on similar size areas, geography and demographics):

Average cost per capita to maintain district facilities:	\$2.00
Average cost per capita for recreation programs:	\$4.00
Personnel ratio:	1.05 per 1,000 population

F) Action Plan

<i>First 30 Days</i>	■ Organize board of directors
<i>After District Formation:</i>	■ Obtain interim district manager (consult Public Service Skills)
	■ Recruit volunteer coordinator
	■ Establish meeting place
	■ Provide public information (volunteer effort)
	■ Appoint advisory committee
	■ Borrow funds for initial start-up activities
	■ Join California Parks and Recreation Association

<i>31 to 90 Days</i>	■ Arrange for advisory committee and Board of Directors workshop on work plan
<i>After District Formation:</i>	■ Begin discussions with other public agencies to establish working cooperative agreements
	■ Start grant application process
	■ Begin round of direct meetings with home owner groups, private providers of recreation services and others related to District objectives
	■ Establish budget for District

<i>91 to 180 Days</i>	■ Review assumptions and recommendations set forth in the long term financing program to confirm conclusions
<i>After District Formation:</i>	■ Adopt public participation program
	■ Adopt recreation management plan for the next calendar year of appropriate sports seasons
	■ Conduct focus group surveys and other customer response survey methods to evaluate recreation needs, evaluate District performance and to monitor results of initial efforts

<i>181 to 360 Days</i>	■ Conduct several workshops throughout District to improve knowledge of services and to measure support for future financing
<i>After District Formation:</i>	■ Reward volunteers
	■ Meet with public agency governing boards to build and maintain strong working relations
